NIAGARA REGION STUDY REVIEW COMMISSION

MUNICIPAL ORGANIZATION IN THE NIAGARA REGION

A Background Report Prepared by:

Roderick Church

Department of Politics

Brock University

December 1976

WILLIAM L. ARCHER, Q.C.
COMMISSIONER

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The Regional Municipality of Niagara
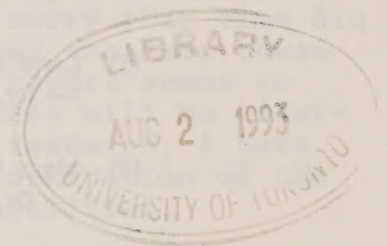### and the Twelve Area Municipalities

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The conclusions presented in this Background Report do
not necessarily reflect the views of the Niagara Region
Study Review Commission.

The final report of the Commission will be submitted to
the Treasurer of the Province of Ontario on or before
January 15, 1977. After that date, inquiries should be
made to the Local Government Organization Branch, Ministry
of Treasury, Economics and Intergovernmental Affairs,
Queen's Park, Toronto (965-6934).

The following Background Reports have been prepared for the Commission and are available from the Commission offices or the Ministry of Treasury, Economics and Intergovernmental Affairs:

(1)   Electoral System in the Niagara Region
      — M. J. Powell

(2)   Environment Ministry — Farm Tax Rebate: Two Case Studies, Provincial Municipal Relations in the Niagara Region
      — Smith, Auld & Associates Ltd.

(3)   Fire Protection in the Niagara Region
      — Dr. R. Church

(4)   Industrial Promotion in the Niagara Region
      — Smith, Auld & Associates Ltd.

(5)   Land Use Planning in the Niagara Region
      — Dr. J. N. Jackson

(6)   Mass Media in the Niagara Region
      — Dr. W. H. N. Hull

(7)   Municipal Organization in the Niagara Region
      — Dr. R. Church

(8)   Public Finance in the Niagara Region
      — Dr. Lewis A. Soroka

PREFACE

When Commissioner William Archer asked me to prepare a background report on municipal organization in the Niagara Region, I undertook the assignment with reluctance. The subject is a large and complex one, and there are few firm principles to guide an investigation. I anticipated considerable frustration in collecting and analyzing material, and in this I was not disappointed.

What merit this study does have is largely due to the willing cooperation of many, many people in the Region's municipalities. Regional Councillors responded to a questionnaire (see Appendix 3), and answered other questions, while officers in all the municipalities were always patient and cooperative in responding to requests for information. Many of those who provided information had particular concerns and ideas of their own. I am only sorry that time did not permit me to explore these and to repay the help these people extended to the project. If this report seems to emphasize the negative at times, I hope this will be understood in proper context. Throughout the research, I have been very impressed with the ability and dedication of the officials of the Region's thirteen municipalities.

Besides those in the municipalities, my principal debt is to James Carrie who assisted with the research during the summer. In the Ministry of Treasury, Economics and Intergovernmental Affairs, Robert Whitelaw and Alex Trafford were especially helpful, while William Archer, Richard Loreto and Charlene Waters of the Review Commission helped in numerous ways. Finally, I owe thanks to Pam Charlwood, Marilyn Koop and my wife Francie for secretarial assistance.

Understandably, many errors of fact and interpretation are possible in a study as broad as this one. These errors are, of course, my responsibility.

R.C.

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SUMMARY

This report examines the internal organization of the thirteen municipalities created by The Regional Municipality of Niagara Act, 1969. It assumes the continuation of a two-tier form of regional government and is primarily concerned with describing the existing system of government and assessing the adequacy of political and administrative integration within and among the municipalities.

Chapter 1 introduces the subject of municipal organization and also suggests some of the limitations of an organizational analysis of the Niagara Region. In recent years, municipal government has been changing rapidly, and many students of local government have become concerned with the continued adequacy of the traditional council-committee system. A number of mechanisms have been developed to overcome the political and administrative fragmentation inherent in the committee system, with fewer committees and an executive committee (on the political side) and fewer departments and a chief administrative officer (on the administrative side) being most popular.

Although the Province takes an active interest in municipal organization, it has traditionally refrained from requiring specific forms of organization. Recently, the Hickey Report recommended several systems of organization for Ontario municipalities. All the recommended systems use a chief administrative officer (CAO) and eliminate the use of committees with administrative responsibilities. Other evidence suggests a trend towards the use of CAOs in Ontario municipalities. Even if Hickey's recommendations do not gain acceptance throughout the Province, all large municipalities must find ways to ensure political and administrative integration.

Chapter 2 outlines the background and structure of the Regional Municipality of Niagara. The Regional Municipality traces its origins to the Mayo Commission Report (1966) and the decision of the Province (1968) to pursue a general program of regional government. The Niagara Region was the first regional area in Ontario to undergo full-scale reorganization. The Regional Municipality has direct responsibility for social services, homes for the aged, regional planning, regional roads, water production, sewage treatment, traffic control, debenture borrowing and emergency

measures. Some of the Regional Municipality's powers
(especially in planning and public works) must be exer-
cised in conjunction with area municipalities. This has
raised criticism about duplication. Some of this criti-
cism is probably misplaced, and even where duplication
exists it may have beneficial effects. The Regional Muni-
cipality exercises its powers through a twenty-nine member
Council composed of the twelve mayors of the area munici-
palities, sixteen other directly elected councillors and a
Regional Chairman elected by the Council. The Council is
organized primarily through four standing committees for
Finance, Planning, Public Works and Social Services, and
these committees supervise eight departments. The Regional
Municipality is also responsible indirectly for the acti-
vities of a number of special-purpose regional authorities:
the Land Division Committee, Family and Children's Services
of the Niagara Region, Niagara Peninsula Conservation Auth-
ority, Niagara Regional Health Unit, and Niagara Regional
Board of Commissioners of Police.

Chapter 3 examines the mechanism of political and adminis-
trative integration in the Regional Municipality and gen-
erally presents a case which suggests the need to reopen
the question of the organization of the Municipality. The
Regional Municipality of Niagara is alone among regional
municipalities in Ontario in having neither an executive
committee nor a CAO. The Hickey Report recommended both
for municipalities the size of Regional Niagara.

When the Regional Council adopted its present organization
in 1969, it went against the advice of the Mayo Commission
for an executive committee and against the advice of Pro-
vincial consultants for both a coordinating committee and
a CAO. One reason may have been the lack of familiarity
with these mechanisms of integration and with the problems
of managing a large municipality. Another, and probably
more important, reason was the general level of rural-urban
and Lincoln-Welland distrust which existed in the first
Council and the reluctance to create centres of authority
which might be dominated by people one did not know or trust.
These reasons are no longer as relevant as they were, but
the Regional Council has not reopened the question of or-
ganization.

The committee system that presently operates in the Region-
al Municipality has a number of shortcomings. The repre-
sentation of every area municipality on the Public Works
Committee distorts the pattern of representation on all

committees, and this in turn increases inter-committee
friction and the need for coordination. No real effort is
made to provide for committee integration. There is vir-
tually no rotation among committees, so Councillors fail
to develop an understanding of the full complexity of
Regional Municipal activity. There is also no coherent
pattern to the overlapping membership among committees. A
Committee of Chairmen and Vice-Chairmen emerged in 1970 but
was soon abandoned. At present, committees are quite
clearly dominant in decision-making, and it is doubtful if
Council functions as an effective integrating mechanism.

Administrative integration in the Regional Municipality is
potentially accomplished via the Executive Assistant and a
Committee of Department Heads. However, the position of
Executive Assistant is a weak one, and it has played a very
limited role in providing administrative leadership. The
Department Heads Committee has sometimes not functioned at
all in past years. It currently meets regularly, but it
has no real mandate, no clear procedures, and no place to
report. Its effectiveness is therefore very limited. Par-
ticipation in the Local Government Management Project may
help to increase the effectiveness of the existing organi-
zation, but many of the potential benefits of LGMP may be
lost because of the lack of central administrative leadership.

The Regional Chairman, John E. Campbell, is the major source
of what political and administrative integration exists in
the Regional Municipality. Politically, he maintains a low
public profile and prefers to function as a conciliator among
conflicting interests and personalities on Council. Adminis-
tratively, he is less effective. He distrusts the idea of a
CAO and strong administrative organization, but he has not
attempted to provide administrative leadership himself.

In general, Regional councillors do not see a lack of inte-
gration in Regional Municipal activities and they are not
convinced of the need for an executive committee or a CAO.
An outsider is likely to be more critical. First, Regional
Council has never seriously considered organizational ques-
tions since its hasty, original decisions in 1969. Even a
1975 consultant's report which focused on the need for a
CAO has failed to come up for discussion. Second, there are
a number of obvious examples of a lack of integration in the
work of Regional committees and departments.

If the organization of the Regional Municipality is re-
examined, it also will be important to consider the conse-
quences which organizational alternatives have for the two-
tier regional system. For example, many area municipalities

have CAOs, but these CAOs have no equivalent at the Regional level and the efficiency of the whole system probably suffers as a result. This fact strengthens the case for a CAO in the Regional Municipality.

Chapter 4 examines the organization of the twelve area municipalities. A number of changes have taken place since 1970, generally moving the municipalities in the direction of more integrated management. There is, however, still much room for improvement in some municipalities.

The twelve area municipalities vary considerably in size and resources, but all are entrusted with the same responsibilities. A survey of budgets and the number of by-laws passed demonstrates some of the differences among municipalities.

The area municipal councils use one of three basic organizational systems: the traditional standing committees; the CAO; and the combination of standing committees and a CAO. The amount of time spent in formal committee and council meetings varies considerably, but the variation is not related in any clear way to either the size of the municipality or its organization.

Mayors are the central political actors in municipal politics, and they spend a considerable amount of time at their job, despite the rather meagre pay in most cases. A number of issues surround councils and aldermen, including methods of election and pay. There is some pressure for smaller councils. Since councils are already small, and since the number of elected positions in local government has declined dramatically in recent years, further reductions in council size should be undertaken cautiously.

Councils have substantially reduced the number of standing committees since pre-regional days. With a few exceptions, the councils relying primarily on standing committees employ a standard set of four committees for finance, public works, planning, and recreation. With small councils and over- lapping committee memberships, the integration of committee activity should not normally pose much of a problem. However, some municipalities do not have common secretarial services for their committees, and this can create difficulties.

A form of the CAO is now employed in half the area

municipalities representing over two-thirds of the Region's population. Niagara Falls (1922) and St. Catharines (1958) adopted CAO forms of organization long before regional reorganization. Port Colborne, Grimsby, Thorold and Niagara-on-the-Lake have followed since 1970 in an attempt to help solve some of their administrative problems. The office of CAO is not yet well established in all these latter municipalities.

The bureaucracies of area municipalities vary considerably in size and expertise. Departmental organization is fairly conventional, but there are many minor variations in the responsibilities of departments, and two municipalities still do not have an integrated public works department. Planning, personnel and solicitor's departments are confined to the largest municipalities. There are relatively few major differences in the number of employees per thousand population in the various municipalities, but professionally qualified staff is concentrated in the larger municipalities. Many municipalities may still be too small to afford the levels of expertise required by a modern municipality, but size is not the only factor involved.

Special purpose bodies at the local level have been the subject of some concern to Provincial authorities. All planning boards and waterworks commissions and some other boards in selected municipalities were eliminated by the RMN Act. Since 1970, municipalities have themselves moved to eliminate more of these special purpose bodies, especially in the recreation field. A number of special purpose bodies with administrative responsibilities still remain, but the most common ones (library boards and hydro commissions) are required by Provincial law. Quasi-judicial bodies present some problems. Both courts of revision and committees of adjustment have been stripped of much of their authority by recent Provincial legislation, and little remains for them to do. Their elimination or consolidation should be considered.

Chapter 5 examines some of the linkages among the thirteen municipalities of the Niagara Region. The actual exchanges of written information among municipalities are kept to a minimum, and there is no central collection point for local government documents. What is missing is a regular publication focused on developments in the Region's local governments.

At the political level, the main links between the Regional

and area municipalities are the mayors who sit on both councils. Some people have suggested that all Regional Councillors should sit on local councils, but this may be both unwise and unnecessary. It may be unwise because the evidence suggests that formal membership on local councils would increase parochialism on the Regional Council. It may be unnecessary because some local councils have established an effective relationship with their Regional Councillors without the necessity of formal membership and full-time local responsibilities.

Linkages among the senior administrative officers of the Region's municipalities are especially important if the regional system of government is to function effectively. Unfortunately, there is probably not as much contact through professional associations and regular meetings as would be desirable. In general, the existence of effective linkages seems to depend on having equivalent positions in the various municipalities and on initiative by officers connected with the Regional Municipality. Treasurers, road superintendents and some engineers get together regularly; CAOs, clerks, planners and by-law enforcement officers do not.

Regional Niagara

Political Boundaries

Pre 1970

Since 1970

N

Scale in miles
.5 0 1 2 3 4 5

REGIONAL NIAGARA
PLANNING & DEVELOPMENT
Date January 1975

LAKE ONTARIO

LAKE ERIE

LAKE ERIE

Grimsby

Grimsby
N Grimsby Twp

S Grimsby Twp

West Lincoln

Caistor Twp

Lincoln

Beamsville

Clinton Twp

Louth Twp

Gainsborough Twp

St Catharines

St Catharines

Niagara-on-the-Lake

Niagara Twp

Niagara

Thorold

Thorold

Thorold Twp

Niagara Falls

Pelham

Fonthill

Pelham Twp

Welland

Welland

Niagara Falls

Willoughby Twp

Crowland Twp

Chippawa

Wainfleet

Wainfleet Twp

Port Colborne

Port Colborne

Humberstone Twp

Fort Erie

Bertie Twp

Crystal Beach

Fort Erie

CHAPTER 1

INTRODUCTION: The Study of Municipal Organization

During the past decade, local government in Ontario has
been undergoing two types of structural changes. The
most obvious and drastic has been the regional govern-
ment program -- the introduction of strong regional
governments, the consolidation of local municipalities,
and the elimination of some special purpose bodies.
This has put an end to very small units of local govern-
ment and to the separation of urban and rural municipali-
ties. One objective of the regional government program
has been a more equitable distribution of the costs and
benefits of municipal services. The other objective has
been units of local government which are large and strong
enough to be economically viable, to attract public
interest, to hire skilled staff and to plan effectively.
The whole regional government program has had top priority,
and the Ontario Government has moved to implement it in
all the rapidly growing areas of the province.

The second type of structural change affecting local
government in Ontario, and the type which is of principal
concern in this report, has centered on the internal
organization of municipalities. The changes include a
reduction in the number of standing committees of council,
the appointment of an executive or coordinating committee,
departmental integration and the appointment of a chief
administrative officer (CAO). The objectives of these
changes have been to increase the level of integration
and cooperation within the expanding and complex world of
municipal government and thereby to increase the efficiency
and responsibility of municipal decision-making. Although
these reforms have the support of the Province, they have
not been the subject of legislation. The whole process
of internal municipal reorganization has therefore been
proceeding at its own uneven pace. However, it is only
natural that these internal reforms have often accompanied
the creation of the larger and more complex units of
government under regional reorganizations.

This report examines the structure and operation of the
local government system established under the Regional
Municipality of Niagara Act, 1969. One concern is the

internal organization of the Regional Municipality of
Niagara and the twelve area municipalities. The RMN Act
enlarged the boundaries and altered the responsibilities
of these thirteen municipalities, but the municipal councils
have been responsible for organizing themselves and their
employees in order to carry out their duties. This report
will therefore describe the organizational frameworks
which councils have adopted and assess them in light of
frameworks frequently recommended by students of local
government. Particular emphasis will be given to the
organization of the Regional Municipality.

A second concern of this report is the organizational
relationship and pattern of cooperation among the Regional
Municipality and the area municipalities. The intricate
division of responsibilities between the Regional and the
area municipalities in Niagara requires close cooperation
among the municipalities if the system as a whole is to
function effectively. This is more complex than it might
first appear. The regional system is not simply a matter
of one tier interacting with a second tier, but one
Regional Municipality interacting with twelve area munici-
palities which differ considerably in population, resources,
and political style. The difficulties of integrating such
diverse units into a regional system may be accentuated
by organizational factors. For example, the absence of
a chief administrative officer in some municipalities may
impede the flow of communications among municipalities.
Organizational problems are typically considered only
within the context of the individual municipality. The
existence of a regional government system requires integra-
tion between tiers of local government, and this means that
the organizational compatability of one municipality with
another must also be taken into account.

A. Trends in Municipal Organization

Over the years, as municipalities have increased in size
and municipal activities have increased in number and
complexity, there have been profound changes in municipal
government. Relations between citizens and councillors
are one example. With the disappearance of the small town
or rural municipality, citizens are less likely to know
councillors personally or to find out about municipal
business through informal channels. Since citizens still

need to know their councillors and to be informed about
municipal affairs if they are to vote intelligently and to
provide input on questions of concern to them, there must
be more media coverage of municipal business, and councillors
must devote more time to constituency relations. As
municipalities expand to include diverse interests and
to tackle more issues, the political aspects of municipal
government are bound to increase. Some observers feel
that many traditional ideas about municipal politics need
to be rethought. Among suggested reforms in the area of
citizen-councillor relations are full-time councillors
and the introduction of party politics.

Changes in the relationships between councillors and
municipal employees within the structure of municipal
government have also been profound. Not so many years
ago, councillors could be directly involved in the few
decisions that had to be made, and councillors often knew
as much or more than the staff about the technical aspects
of municipal business. Now, the volume of business means
that councillors can no longer be involved personally in
day-to-day decisions, while the complexity of business
has required the hiring of highly qualified and specialized
staff to give advice and carry out council orders. The
specialization of departments and senior staff raises
problems of coordination within the bureaucracy, while
the general rise in the importance of senior staff raises
issues about political control of the bureaucracy.

In the face of the many changes taking place, most students
of local government have become concerned about the con-
tinued adequacy of the council-committee form of municipal
organization.[1] The council-committee system is the tradi-
tional form of municipal organization and it is still in
widespread use today. Under this scheme, the council is
divided into a number of standing committees, each composed
of a part of the council membership and each responsible
for a particular area of municipal business - roads, parks,
sewers, cemeteries, finance, fire, etc. These standing

1.   The basic text-book discussion of the problems of local
     government organization in Canada is Thomas J. Plunkett,
     Urban Canada and Its Government: A Study of Municipal
     Organization (Toronto: Macmillan, 1968).

committees consider all items of business within their
areas of responsibility and report recommendations to the
council. The council is the forum in which the work of
various committees is integrated, but usually committee
reports are accepted by council without much discussion.
In the absence of a strong mayor, the committees can easily
begin to resemble a number of little councils with each
operating on its own. Power becomes centered in the hands
of committee chairmen who keep to their own areas, and
most of the significant discussions of issues take place
behind committee doors which are traditionally closed to
the public. In committees, councillors devote much of
their time to administrative details which could be left
to employees, while general policy and the establishment
of overall priorities is neglected.

Under the traditional council-committee system, administra-
tion is similarly fragmented. Employees are divided into
a number of departments, and different department heads
report directly to different committees. Department heads
will often work in isolation of one another, because no
one is in charge of administrative coordination or matters
of general interest. A somewhat trivial, but real, example
from the Niagara Region indicates what can happen. A
municipality had a cemetery department and a separate
recreation department which was mainly responsible for
arenas. Each department had its own head, and each head
reported to a different committee. In winter the cemetery
department had relatively little to do, and the same was
true for the recreation department in the summer. However,
there was no shifting of manpower and no sharing of equip-
ment between the two departments, because the two depart-
ment heads did not like one another and no administrative
official had either the responsibility for identifying
potential areas of cooperation or the authority to order
one department head to put his men and equipment under the
authority of someone else.

The council-committee form of organization may work well
enough when communities are small and municipal business
is relatively simple, but it has definite shortcomings
as municipalities increase in size and scope. Committees
and departments tend to proliferate without much integration.
Usually some informal and limited mechanisms of coordination
emerge. Because much (but not all) municipal business
requires money, the finance committee often takes on the role
for coordinating committee work. On the administrative side,

the clerk or clerk-treasurer, if he serves as secretary
of the different committees, will be in a position informally
to coordinate staff activities.

Over the years a number of more specific solutions to
the problem of political and administrative integration
in municipal government have been developed. There is
not the space here to discuss all of these in detail,
but some of the major institutional mechanisms are listed
in Table 1.1. These are not mutually exclusive solutions
by any means. The strong mayor is not an institution
which Canadians have adopted, and it is not likely a city
would have both a strong mayor and a chief administrative
officer. Otherwise, all the institutional mechanisms can
be, and often are, combined in various ways.

TABLE 1.1   WAYS OF PROMOTING GREATER INTEGRATION
              OR COORDINATION IN MUNICIPAL GOVERNMENT

Political Mechanisms	Administrative Mechanisms
Fewer Committees	Fewer Departments
Executive or Coordinating Committee	Board of Administration (Commissioners)
Strong Mayor	Chief Administrative Officer (Manager)

In Ontario, the common mechanism to provide integrated
management in large cities has been the board of control.
The board of control consists of the mayor and a small
group of councillors (called controllers) who are elected
separately from other councillors. The board of control
prepares the budget, awards contracts, prepares by-laws,

nominates and dismisses employees, and supervises the administration of policy. Some decisions of the board can only be overturned by a two-thirds vote of council, and this majority can be difficult to generate when one considers that controllers also sit on council. Because the board of control form is complex and tends to produce rivalry among aldermen, controllers and mayors, it has fallen into disfavor in recent years.

A variant of the board of control which was first developed in Metro Toronto is to have council elect an executive committee from its own members and to have this executive committee exercise the powers of a board of control. Since this method of election makes the executive committee responsible solely to the council, a cabinet-type of organization is possible. One criticism of the Metro Toronto Executive Committee is that it still makes some councillors more equal than others. This criticism can be eliminated by not giving the executive committee the special powers of a board of control. The executive or coordinating committee could be entrusted with much of the work that is assigned to a board of control, but the executive committee would only recommend to council, and its recommendations would be subject to a simple majority vote.

In recent years in Ontario, the most popular way to over-come some of the problems of the council-committee form of organization has been to appoint a chief administrative officer (CAO). The CAO form of organization brings munici-palities into line with private management practices. The municipal council maintains responsibility for all municipal policy and administration, but it appoints a CAO to direct the department heads and staff, prepare the budget, make recommendations and implement council policy. The advan-tages of delegating these responsibilities to a CAO are increased coordination and more efficient administration. At the same time council is freed from administrative detail and therefore is in a position to consider major matters and broad policy questions. The principal criticism of the CAO form of organization comes from those who feel it puts too much power in the hands of an appointed official. Although a CAO can be dismissed at any time by the council, he certainly can exert considerable influence over the course of municipal affairs. This is the reason he is appointed in the first place.

B. Provincial Policy on Municipal Organization

The Province has traditionally refrained from requiring specific forms of municipal organization. There are several reasons for this: local councils often have strong feelings about organizational questions; there must be flexibility to take into account particular sets of interests and personalities in diverse communities; and there is very little conclusive evidence that one form of organization is superior to another. The Municipal Act does compel municipalities to appoint a clerk and a treasurer, but otherwise there are almost no directives on administrative organization. The Municipal Act has also specified a particular type of political organization -- the board of control form -- for cities over 100,000 in population, and the Province did specify that the Metropolitan Toronto Council must have an Executive Committee vested with special powers. In general, however, municipal councils are left to organize themselves and their staff as they see fit.

This is not to say the Province is uninterested in the internal organization of municipalities. Within the Ministry of Treasury, Economics and Intergovernmental Affairs there are a number of officials who specialize in matters of municipal organization and who are available to give advice to municipalities. In the late 1960's, the Province also asked an Assistant Deputy Minister of Municipal Affairs, Paul Hickey, to investigate decision-making in municipal governments of Ontario and other places and to identify "the most acceptable manner to organize the municipal councils and the chief officers in order that the legislative, executive and administrative needs of the municipalities may be carried out." The so-called Hickey Report which resulted from this investigation was published in 1973.[2] It is an important document because it represents a thorough assessment of the Ontario situation in the light of experience elsewhere and recent thinking on problems of municipal management.

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2. Paul Hickey, Decision-Making Processes in Ontario's Local Governments, with a summary of 9 Systems of Local Decision-Making in other Canadian Provinces, the United States and England, (Toronto: Ministry of Treasury, Economics and Intergovernmental Affairs, 1973).

Hickey, like many other students of local government, concludes that the traditional council-committee form of organization is no longer adequate to the demands of municipal government. For Ontario, Hickey recommends a variety of organizational structures, depending on the size of the municipality. These structures are diagrammed by Hickey in Figure 1.1. In all cases, Hickey recommends the appointment of a chief administrative officer. In the smallest municipalities the CAO would also likely serve as clerk or other officer, and in the largest municipalities he would share authority with a board of senior administrative officers. In all cases, however, there would be one appointed official who would have overall responsibility for effective coordination and efficient administration. On the political side, traditional standing committees are eliminated in Hickey's recommended systems. In most municipalities there would be a policy committee of the whole council or a few policy committees of the whole council, but there would be no regular committees composed of less than the whole council. The committees which did exist would not have administrative responsibilities. In the largest municipalities, where councils might be quite large, there would be policy committees composed of only part of the council membership, but the work of these committees would not include administrative details and it would be coordinated by an executive policy committee.

Hickey's recommendations, of course, do not represent the final answer on questions of municipal organization, and they do not represent Provincial policy. There will continue to be new developments in municipal organization, and the Province probably will continue to give municipalities considerable latitude in organizational matters. Still, the Hickey recommendations represent Provincial thinking on organizational matters and they form the basis on which advice is often given to municipalities. Furthermore, there is movement in the direction of Hickey's recommendations. A number of municipalities have appointed chief administrative officers in the past few years and a recent report suggests this trend will continue.[3]

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3. Ontario, Ministry of Treasury, Economics and Intergovernmental Affairs, Advisory Services Branch, Managers for Local Government, Report 3: The Data Base (Toronto, [1976]), p. 9.

FIGURE 1.1   SYSTEMS OF LOCAL GOVERNMENT RECOMMENDED
FOR ONTARIO BY THE HICKEY REPORT

No. 1
800 Small Municipal Governments
population up to 5,000

Council

Head
of the
council

Chief administrative officer
Clerk, Treasurer, etc.
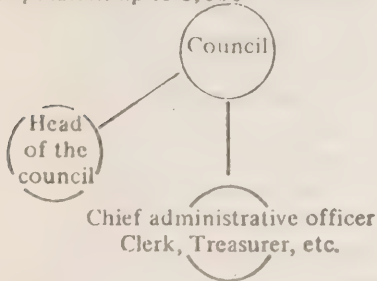
Note:
Lines of command
Lines of contact or advice

No. 2
100 Medium Municipal Governments
population 5,000 to 200,000

Council

Head
of the
council

Policy
committee
of the
whole council

Chief
administrative officer

Heads of the departments

No. 3
8 to 10 Large Municipal Governments
population 200,000 to 300,000

Council

Head
of the
council

2 or 3 Policy committees
of the *whole* council

Board of
administration
of appointed officers

Chief
administrative
officer

Coordinating officers

Heads of the departments

No. 4
3 to 5 Largest Municipal Governments
population 300,000 and up

Council

Head
of the
council

Executive
policy committee
of the council

Chairman
of the
executive
policy
committee

3 or 4 Policy committees
of the council

Board of
administration
of appointed officers

Chief
administrative
officer

Coordinating officers

Heads of the departments

Source: Paul Hickey, <u>Decision-Making Processes in Ontario's
Local Governments</u> (Toronto: Ministry of Treasury
Economics and Intergovernmental Affairs, [1973]), p. 59.

Even if Hickey's recommendations fail to gain acceptance
throughout the Province, they point in a direction which
all municipalities must consider. There is no doubt about
the need to provide better mechanisms for political and
administrative integration in municipal government.

C. Some Difficulties in Analyzing Municipal Organization

Although there is a fair degree of agreement among students
of local government on the direction in which municipal
organization should be changing, some caveats are in order
before beginning the examination of the Niagara Region.
First, it is virtually impossible to prove that the organi-
zational structures recommended by Hickey or anyone else
are really superior to some other structures. One problem
is that local government organization is expected to
facilitate many things -- short-term efficiency, long range
planning, local public participation, provincial super-
vision, etc. These multiple goals may not be entirely
compatible with one another, and rational men may well
differ in their preferences. Another problem is measuring
the performance of municipalities. Even determining the
efficiency with which a municipality provides roads is a
mammoth undertaking. When more complex programs like
planning and police protection are considered, and when
values other than those that are easy to measure in dollars
are taken into account, the problem quickly becomes un-
manageable. Ultimately, it should be possible to produce
better evidence on the relative merits of different forms
of municipal organization, but the task is certainly beyond
the scope of this study.

Second, even an impressionistic evaluation of organiza-
tional relationships within and among the thirteen munici-
palities of the Niagara Region is not an easy task, because
organization is only one of a large number of factors which
affect the performance of municipalities. Historical tradi-
tions, social divisions, economic resources, and provincial
policy are just some of the general factors which affect
how a municipality does what it does. And, as anyone who
has worked in any local government knows, the personalities
of the councillors and senior staff and the public pressures
that are brought to bear upon them often tell you much more
about the way an organization operates than any organization
chart. This is not to suggest that organizational matters

are unimportant, but only to acknowledge that organization has a limited role to play in determining the performance of government.

Third, identifying organizational problems is particularly difficult in the Niagara Region because the regional system has been in operation only since 1970. Many of the vices and virtues of the present system are clearly due to its newness and the problems of transition, not to basic organizational structure. For example, when the Regional Municipality of Niagara was created, there was only a limited number of top staff positions in the Region and it was almost inevitable that some people in the area municipalities who did not get positions with the Region would feel they were more able than those who did. Some of the local-regional friction which existed in the initial years of the Region was undoubtedly due to the jealousies and disappointments surrounding the senior appointments by the Regional Municipality. Another problem in the early years was simply having to do things in a new way. Local councillors and staff lost control over certain areas of decision-making, and they had to learn new procedures for handling questions in which the Regional Municipality was also involved. In the short term this inevitably produced some confusion and frustration and led some to question the wisdom of the changes.

Not all the short term consequences of reorganization in 1970 were bad. The Regional Municipality of Niagara represented uncharted territory and there were many opportunities to try new ideas and incorporate new technical developments. For the senior staff the situation was challenging and many came to their jobs with unusual enthusiasm and a willingness to do more than might be expected. There was also opportunity for change and innovation at the local level as area municipalities had to adjust to new boundaries and responsibilities and to integrate new staff. As the years have passed, however, jobs in the Regional Municipality and the area municipalities have become more routine, enthusiasm has waned and innovation has declined.

Having explained why it is impossible to offer a definitive evaluation of municipal organization in the Niagara Region, it is time to turn to the task at hand. There is as yet no comprehensive description of municipal organization in the Region, and much labor was required to assemble the

information in the following pages. This information
may not be enough to provide many answers, but hopefully
it will assist citizens and those involved in municipal
government to plan for the future.4

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4. Apart from other reports being prepared for the current
    Niagara Region Study Review Commission, the only major
    research so far available on the impact of regional govern-
    ment in Niagara is available in theses. A major effort
    to evaluate the regional experiment from the perspective
    of the traditional values of a small community is David
    Charles Walker, "Public Policy and Community: The Impact
    of Regional Government in Pelham, Ontario" (unpublished
    Ph.D. dissertation, McMaster University, 1975). Walker
    argues (p. iii) that, "while some benefits have been
    achieved in the provision of certain services, regional
    government is more of a failure than a success." An M.A.
    thesis which focuses in part on Niagara is Hilary G. Payne,
    "The Restructuring of Ontario Local Government" (unpublish-
    ed M.A. thesis, Windsor University, 1975). Another M.A.
    thesis which focuses on the early years of regional govern-
    ment in Niagara is forthcoming from David Carter, University
    of Calgary.

CHAPTER 2

THE REGIONAL MUNICIPALITY OF NIAGARA

The Regional Municipality of Niagara is a large and important body. Together with its affiliated agencies, the Regional Municipality employs about 2,000 persons, spends more than $60,000,000 per year, and exercises a broad range of responsibilities on behalf of 358,000 citizens spread throughout 720 square miles of territory. The purpose of this chapter is to outline the background, responsibilities and organization of the Regional Municipality. The responsibilities and organization are not particularly unusual. Although each regional government in Ontario is incorporated under its own special act, the various regional acts impose similar responsibilities and similar requirements with regard to special purpose authorities. The Regional Municipality of Niagara has its own peculiarities, of course, and it has also been responsible for determining its own departmental and council organization. As the organizational diagram in Figure 2.1 indicates, the Regional Municipality of Niagara has adopted the traditional standing committee form of organization. The reasons for and implications of this organization will be discussed in the next chapter.

A. Background

With the passage of The Regional Municipality of Niagara Act in 1969, the Niagara Region became the first area in the Province to undergo a full-scale regional reorganization. Prior to reorganization, the Region consisted of four cities, five towns, three villages, fourteen townships and the Counties of Lincoln and Welland. The towns, villages and townships each had their own municipal councils which were responsible for most local governmental activities, but they were also linked together through the county council which consisted of the reeves and deputy reeves from the local councils. The county was a second tier of local government with limited responsibilities for roads, the administration of justice, social services, and agriculture. The cities were outside the county structure and exercised all local governmental powers directly. As cities

FIGURE 2.1. ORGANIZATION OF THE REGIONAL MUNICIPALITY OF NIAGARA

Chairman

Executive Assistant

Council Chairman + 28 Councillors

Standing Committees

Department Heads

Special Purpose Authorities

Department Heads

- **Finance Committee**
  - *Director of Finance*
  - *Clerk*
  - *Solicitor*
  - *Director of Personnel*
  - *(Fire Coordinator)*

- **Planning & Development Committee**
  - *Director of Planning and Development*

- **Public Works & Utilities Committee**
  - *Director of Engineering*

- **Social Services Committee**
  - *Director of Social Services*
  - *Director of Homes for the Aged*

- **Niagara Regional Board of Police Commissioners**
  - *Chief of Police*

- **Niagara Regional Health Unit**
  - *Medical Officer of Health*

- **Family and Children's Services of the Niagara Region**
  - *Director*

- **Niagara Peninsula Conservation Authority**
  - *Director of Operations*

- **Land Division Committee**

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expanded they annexed territory from adjacent townships and disrupted county operations. In the early 1960's a series of large-scale annexations by the cities caused considerable trouble to the counties and led to demands for an investigation of the whole system of local government.[1]

Thus the initial demands for local government reform came from within the Region. In 1964, an inter-municipal committee representing all municipalities in the Region commissioned Dr. Henry Mayo of the University of Western Ontario to examine local government in the Region. His Preliminary Report suggested that the fragmented structure of local government was responsible for a number of problems in the areas of planning and services, and he suggested a full-scale investigation.[2] The committee then approached the Province which agreed to set up the Niagara Region Local Government Review with Dr. Mayo as Chief Commissioner.

The Mayo Commission conducted hearings and received briefs during 1965-66 and published its Report in August 1966.[3] The Report documented at length the ways in which the Commission felt fragmented local government created obstacles to providing adequate levels of service. The conclusion was simple:

> The Review Commission accepts the case that the Region is a closely-knit entity with common problems requiring concerted solutions. Equity and efficiency both point toward a regional form of government.

After briefly considering some alternative, the Commission recommended a two-tier form of government quite similar to that in Metropolitan Toronto. There would be a strong regional government, and local municipalities would be consolidated. Reactions to this proposal for sweeping change were mixed. The cities were generally in favor, but other areas usually thought it went too far too fast.

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1. For a fuller study of the events leading up to the formation of regional government in Niagara, see Morris Guy Jones, The Formation of the Regional Municipality of Niagara, Brock University (unpublished Honours essay in Politics, 1972). The Regional Municipality of Niagara reproduced and distributed a limited number of copies of this study.
2. H. B. Mayo, Local Government Units of Lincoln and Welland Counties: A Preliminary Report (Grimsby, 1964).
3. Niagara Region Local Government Review Commission, Report of the Commission (Toronto, 1966).

Both Lincoln and Welland Counties supported the idea of two
regional governments, one for each county, and Lincoln County
even wanted to omit the City of St. Catharines.

The Province did not act immediately, but other local studies
advocating change, the publication of the Report of the
Ontario Committee on Taxation (1967) recommending regional
governments throughout the Province, the advent of a new
Minister of Municipal Affairs, and the decision to create
the Regional Municipality of Ottawa-Carleton led to a major
decision. On November 28, 1968, Premier John Robarts
announced the Province was embarking on a program of
regional governments as part of its general program of
regional development and local government restructuring.
The objective was "strong local government." A few days
later, Darcy McKeough, Minister for Municipal Affairs,
announced an implementation schedule. Since the Niagara
area had already been studied, it was to be first. In
January 1969, McKeough unveiled plans for the Niagara Region.
These basically followed the Mayo Commission's proposals,
and there was a short period of intense negotiations with
Niagara municipalities on the specifics of the new system.
Bill 174, an Act to establish the Regional Municipality of
Niagara, was introduced on June 4, 1969 and passed on
June 26, 1969.

Under the Regional Municipality of Niagara Act the four
cities, two counties and twenty-two towns, villages and
townships were replaced by the Regional Municipality of
Niagara and twelve area municipalities. The Regional
Municipality directly replaced Lincoln and Welland Counties,
but it also included the previously separate cities of
St. Catharines, Niagara Falls, Welland and Port Colborne.
This inclusion of the cities within the ambit of a second-
tier of local government was the major innovation of regional
government because it abolished the practice of separating
urban and rural areas. The combining of the areas of Lincoln
and Welland Counties, though less important in terms of new
principles, was also a major innovation. Many people
connected with the counties had favored two regional govern-
ments. A number of these people were elected to the new
Regional Council, and the Lincoln-Welland distinction has
proved to be an important factor in Regional politics.

B. Responsibilities

The Regional Municipality of Niagara, like other regional governments in Ontario, is a much more powerful unit of government than the counties it replaced. The Regional Municipality was given the old county responsibilities plus a number of other responsibilities previously exercised by area municipalities or the Province. In theory, the Regional Municipality was made responsible for activities which benefitted more than one area municipality or which required a large scale to be most effective or economical. The area municipalities are left with all the municipal powers which are not specifically entrusted to the Regional Municipality by the RMN Act or other legislation. Table 2.1 presents a simplified list of the various Regional responsibilities. This list is broadly similar to that for other regional governments in Ontario.

So far the Regional Municipality has taken over relatively few responsibilities from the Province. At the time regional governments were established, the Province stated that part of the rationale was to increase local autonomy and reverse the flow of authority to the Province. The feeling was that regional governments would have both the resources and the broad perspective necessary to exercise certain powers that had been assumed by the Province over the years. Some have doubted whether the Province ever truly intended to turn real powers over to the regions, but the Province still says it intends to devolve more responsibilities, and there are legitimate reasons for the slow progress to date. For example, the Niagara Regional Municipality has had its hands full during the first few years in establishing its operations and exercising the powers it already has. Before assigning new responsibilities, it is only natural for the Province to wait until existing operations are underway smoothly. Ultimately, of course, more power should be devolved if the Regional Municipality is to fulfill its potential and not simply be "another level of government" in a system of government where the Province still exercises detailed control of local decisions.

One important characteristic of current Regional responsibilities is the number which involve interaction with local municipalities. In the areas of health, welfare, police, and social services, the Regional Municipality has exclusive authority -- subject, of course, to very extensive Provincial control. In the planning and public works areas, however, the Regional Municipality and local municipalities

TABLE 2.1   MAJOR RESPONSIBILITIES OF THE REGIONAL
               MUNICIPALITY OF NIAGARA

Responsibilities Inherited from Counties (or Cities)

Arterial roadways, including construction, maintenance
and traffic control, but not sidewalks or lighting.
Along Regional roads, powers include sign approval
within one-quarter mile, planning and zoning within
150 feet and traffic control within 100 feet.

Emergency measures.

Fire coordination in emergencies.

Homes for the aged.

Public health services.

Welfare administration, including public assistance
payments.

Responsibilities Acquired from Local Municipalities

Conservation (via Niagara Peninsula Conservation Authority).

Debenture borrowing (for local municipalities).

Garbage disposal sites (at request of local municipalities).

Land severances (via Land Division Committee)
(since 1974).

Planning.

Police (via the Board of Police Commissioners).

Sewage treatment and trunk mains, plus power to regulate
local sewage collection systems.

Traffic lights (on all roads).

Water supply, purification and sale to local municipalities,
plus power to regulate and inspect local water distribution
systems.

Responsibilities Acquired from the Province

Final approval of local traffic by-laws (1973).

Comments to Ontario Municipal Board on local zoning
amendments (1974).

Monitoring decisions of Land Division Committee and
local Committees of Adjustment (1974).

both have responsibilities. The Regional role is clearly
the superior one. Local municipalities prepare their own
plans and zoning ordinances, but the Regional Municipality
produces a regional plan, to which local plans must conform,
and comments on local zoning changes before the Ontario
Municipal Board. In the water and sewer areas, local
municipalities actually sell water to consumers and provide
sewage collection, but the Regional Municipality manages
all purification plants and trunk mains and it regulates
all extensions to local distribution and collection systems.
Local municipalities construct and maintain local roads
(including all sidewalks and street lights) and initiate
traffic control by-laws for these roads, but the Regional
Municipality has exclusive jurisdiction over arterial roads
and traffic lights, and it must approve local traffic
control by-laws. Along Regional roads, both local munici-
palities and the Regional Municipality have control over
land use and signs.

The term "split-jurisdiction" is often used to describe the
division of responsibilities between the Regional Munici-
pality and local municipalities within such functional areas
as planning and roads. Although there is usually a logical
reason for the type of split which does exist, concerns
about split-jurisdiction are coupled with complaints about
"duplication." Usually these charges are of a vague nature,
but there is always the implication that duplication simply
increases costs and should be eliminated. On closer examina-
tion, however, there are relatively few examples of real
duplication, and it is not at all clear that duplication is
necessarily bad.

Strictly speaking, duplication implies that someone is doing
exactly the same thing as someone else. Many complaints
about duplication are therefore not about duplication at
all. For example, in its brief to the Review Commission,
Niagara Falls notes:

> The planning function best exemplifies the duplication
> that can occur where a responsibility is split between
> various government levels. Ratepayers find that a
> proposed use of land is subject to local, regional and
> Provincial approval, and often the objectives of each
> level are not complementary to the others.

This complaint about duplication fails as soon as Niagara Falls
acknowledges that the Regional Municipality is looking at the

same matter from a different perspective. If this is so,
there is no duplication. The Regional Municipality was
given a role in planning precisely because it would have
a different perspective. Of course, a Regional role in
planning may be unnecessary, or the benefit derived from
it might be outweighed by the delay and cost involved. In
this case, however, arguments must go beyond decrying
duplication. They must demonstrate why Regional interests
should not be considered or show how the same result can
be achieved by eliminating or modifying the Regional role.

Even if duplication does exist, it is not necessarily bad.
For example, both the Regional Municipality of Niagara and
the area municipalities maintain road departments. Although
the division of responsibility between regional roads and
local roads is reasonably clear, there is undoubtedly a
certain amount of duplication in terms of planning, expert
staff and equipment. On the one hand this is wasteful and
a cause of friction; on the other hand it ensures a certain
amount of competition between departments over who can do
the job best, and this competition may ultimately increase
efficiency and reduce overall costs. People in the Regional
Municipality's Public Works Department will readily admit
that they have been kept on their toes and forced to do a
better job because of the criticism that has come from the
works departments of area municipalities. This has un-
doubtedly worked in the other direction as well.

C. Regional Council

The Regional Council is composed of the Chairman and twenty-
eight members who are elected every two years at the time of
other municipal elections in December. The Council is the
ultimate seat of municipal authority. It must exercise
the powers of the Regional Corporation. This it usually
does through by-laws. If these by-laws are within the
powers of the Corporation and passed in good faith, they
cannot be challenged because they are unreasonable. The
Council carries out its responsibilities by appointing
officers and staff and entrusting them with certain authority.
It also appoints standing committees of its own members to
consider certain areas of responsibility and to report to
the whole Council. Whatever way Council organizes itself
and the Corporation's staff, it alone is responsible to the
electorate for the policies and operation of the Regional
Corporation.

The Council of Regional Niagara is unique among second-tier metropolitan, regional and county governments in Ontario in that it is the only one to have some members who do not sit on local councils. In order to ensure co-ordination between local and regional councils, the usual Provincial practice is to have the regional councils composed of the mayors and certain other specially designated members of local councils. As a result of a recommendation by the Mayo Commission, however, the Niagara Regional Council is composed of the mayors of the area municipalities plus others who are elected in their municipalities solely to sit on Regional Council. The expectation is that this arrangement will encourage the separation of regional and local issues and allow the electorate to consider regional matters when they vote. It should also reduce the workload of councillors and make it easier to keep the councillor's job a part-time one.   .

Numerical representation on Regional Council has caused some controversy in Niagara. Besides the indirectly elected Chairman, the Mayo Commission had suggested that the Council consist of the twelve mayors, one more councillor from each municipality, plus eleven others allocated to munici-palities on the basis of population (a total of 35). In announcing its regional government program, the Provincial Government endorsed the principle of "rep by pop." When Darcy McKeough first outlined plans for the Niagara Region in 1969, he suggested the composition be twelve mayors plus twelve others allocated to municipalities on the basis of one for every 20,000 population. However, under pressure from smaller municipalities, the number of others was raised to sixteen, and these seats were allocated to muni-cipalities on the basis of one for the first 10,000 popula-tion and one more for each additional 20,000 in population. The effect of this formula, along with automatic represen-tation of the twelve mayors irrespective of the municipality's size, tended to favor the smaller towns and rural areas. (See Table 2.2.) St. Catharines, which has been growing faster than other municipalities, has been particularly conscious of not being represented strictly according to population. Over the years it has continually demanded that it be alloted a fairer share of the seats on Regional Council.

The Regional Council usually meets fortnightly on Thursday evenings for about two hours to conduct its formal business as a Council. Originally, a number of Councillors (especially

TABLE 2.2   COMPOSITION OF THE COUNCIL OF THE REGIONAL
             MUNICIPALITY OF NIAGARA

Municipality	Population 1975	Council Members			Population per Council Member
		Mayor	Others	Total	
St. Catharines	120,396	1	5	6	20,066
Niagara Falls	67,892	1	3	4	16,973
Welland	44,972	1	2	3	14,991
Fort Erie	23,072	1	1	2	11,536
Port Colborne	20,340	1	1	2	10,170
Grimsby	15,555	1	1	2	7,778
Thorold	14,694	1	1	2	7,347
Lincoln	14,252	1	1	2	7,126
Niagara-on-the-Lake	12,383	1	1	2	6,192
Pelham	9,834	1	-	1	9,834
West Lincoln	9,339	1	-	1	9,339
Wainfleet	5,933	1	-	1	5,933
Subtotals	358,662	12	16	28	12,809
Regional Chairman				1	
Total				29	

from the Welland County area) wanted Council meetings to be held during the day. This was rejected, but the compromise was that the Committee meetings would be held during the day.

For their troubles, Regional Councillors receive a basic salary of $5,000 and a mileage allowance. The salary of $5,000 was set in 1970 and has not been increased in the intervening years. In 1970, a number of Councillors (especially those from the Lincoln County area) thought the $5,000 salary was excessive and they voted for a lower figure. Today, there is fairly general agreement among Regional Councillors that the $5,000 salary is too low.

D.   Committees of Council

To facilitate its work the Niagara Regional Council has appointed standing committees and ad hoc special committees. Most municipal councils in Ontario do this and have always done this, even though The Municipal Act does not specifically provide for committees. In the Niagara Region the situation is somewhat different because the RMN Act, sec. 14 (1), allows the Regional Council to establish standing and other committees and to assign them whatever duties it considers expedient. Because committees are relatively small, they allow Councillors to develop expertise in certain areas and to consider questions in greater detail and in a more informal way than would be possible in a Council meeting.

As the list of Council committees in Table 2.3 indicates, special committees may involve only the Regional Council or they may involve joint membership with other municipalities and other levels of government. These special committees are usually of a temporary nature and they meet irregularly and infrequently. They allow Council to give special attention to rather specific topics of concern.

It is the four standing committees of Council which are the important working bodies in the Niagara Region. Before matters come to Council, they are usually referred to standing committees for discussion and recommendations. The meetings of these committees are normally open to the public. Standing committees also form the link between Council and various departments. Department heads report

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TABLE 2.3   COMMITTEES OF THE NIAGARA REGIONAL COUNCIL

<u>Standing Committees (and Subcommittees)</u>

    Finance Committee

    Planning and Development Committee
        - Agriculture Subcommittee
        - Business and Industrial Development Subcommittee
        - Seaway Subcommittee

    Public Works and Utilities Committee
        - Building Subcommittee
        - Personnel Subcommittee

    Social Services Committee
        - Personnel Subcommittee
        - Property and Finance Subcommittee

<u>Special Committees (Regional)</u>

    Housing Advisory Committee

    Local Government Management Project Task Force

    Niagara Region/Port Colborne Sewage Advisory Committee

    Port Robinson Bridge Committee

    Water and Sewer Services (PARC Niagara) Committee

<u>Special Committees (Intergovernmental)</u>

    Four Level Committee for the Evaluation of the Abandoned
        Welland Canal and Adjacent Lands.

    Niagara Escarpment Scenic Drive Committee (with Regional
        Municipality of Hamilton-Wentworth)

    Niagara/Niagara Falls Railway Relocation Advisory
        Committee

    Niagara Regional Highways Coordinating Committee (with
        Ministry of Transportation and Communications)

    Regional Transit Committee (with Ministry of Transporta-
        tion and Communications)

    Resource Recovery System Study Policy Advisory Committee
        (with area municipalities and Ministry of the Environment)

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directly to standing committees and committee members will
usually be concerned with the details of departmental opera-
tions. Standing committees have no authority to commit
Council to corporate action or to make important decisions
on their own, but they normally operate with considerable
autonomy and their reports to Council are usually approved
without much debate or question. The chairmen of standing
committees are elected by the committees and usually take
the lead in committee activities. Although the RMN Act
permits committee chairmen to be paid a special allowance,
the Council has decided not to do this.

What is perhaps surprising in light of the importance of
standing committees is the absence of any formal terms of
reference. Only one standing committee has adopted terms
of reference and there are no formal guidelines for how
matters should be introduced and processed by Committees.
A brief discussion of the four standing committees must
therefore be fairly general.

The Finance Committee currently consists of nine members,
plus the Regional Chairman, after it was expanded from its
original seven in early 1975. It is the only standing
committee which has adopted terms of reference:

> to consider and report to council in any and all matters
> affecting the finances and financial operation and
> programme of the municipality, including contracts,
> revenues and expenditures, budget appropriations,
> capital budgets, expenditures and financial arrange-
> ments, personnel complement, taxation, purchasing, etc.

In practice the Finance Committee shares authority with
other standing committees in most personnel and
financial matters. To some extent it is theretore in a
position to coordinate the work of other committees -- with
the notable exception of planning. In most eyes, this makes
the Finance Committee the most important of the standing
committees. The Clerk, Finance Director, Personnel Director
and Solicitor report directly to the Finance Committee. The
Committee usually meets every two weeks (more often at
budget time).

The Planning and Development Committee consists of ten
members, plus the Regional Chairman, and it is responsible
for the broadly defined area of planning and for the develop-
ment and implementation of an official plan for the Region.

This has been a very time-consuming activity in recent years.
During 1975, for example, the Committee met an average of
every one and one-half weeks for meetings that lasted between
four and five hours. This represented a greater workload in
terms of hours than that of any other committee. The
Director of Planning and Development and his two principal
assistants report to the Committee.
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The Public Works and Utilities Committee consists of twelve
Regional Councillors, one from each of the area municipalities,
plus the Regional Chairman. It is the largest of the standing
committees and the only one on which all area municipalities
are represented. It considers and reports to Council on
matters affecting the provision and maintenance of water
supply and sewage disposal services and in matters affecting
the provision and maintenance of regional roads, traffic
control and transportation. In practice this means weekly
meetings lasting several hours in which the Committee con-
siders proposals and reports from the Public Works Depart-
ment and its Director of Engineering. At present there are
no separately organized utilities which report to the
Committee.

The Social Services Committee consists of seven members,
plus the Regional Chairman, and is the smallest of the
standing committees. In terms of meetings, it also has one
of the lightest workloads, despite the fact that it over-
sees the work of more Regional employees than any other
committee. It is responsible for considering and reporting
to Council in matters affecting social and family services,
including day nurseries, and homes for the aged. Both the
Director of Social Services and the Director of Homes for
the Aged report to the committee on a regular basis.

E.   Regional Chairman

The position of Regional Chairman resembles that of a mayor
and is central to the effective operation of the Municipality.
Unlike local mayors, however, the Regional Chairman is
elected by the Regional Council and not directly by the
electorate. The Council is not restricted in its choice to
its own members and it can elect anyone Chairman as long as
he is a British subject, twenty-one years old and not a

municipal employee. The primary reason for having the Council elect the Chairman is the size of the Region and the feeling that it would be too difficult and costly to conduct election campaigns over such a large area. Another reason is the belief that this procedure will enhance the prestige of Council, reduce the likelihood of conflict between Council and Chairman, and ensure a clear line of accountability to the electorate. In 1969 the first Chairman, John E. Campbell, was appointed by the Province before the election of the first Council in order to facilitate the introduction of the Regional Municipality. Regular elections by Council started in 1973 and John E. Campbell was elected without formal opposition in 1973 and again in 1975. The Chairman is the only elected official of the Region who is expected to devote full-time to his job. His current salary is a rather modest $25,000 per year (unchanged since 1970), together with expenses and the use of a car.

The Chairman's powers are not clearly defined. Under the RMN Act, sec. 16 (1), he is "the head of Regional Council and is the chief executive officer of the Regional Corporation," but these responsibilities are not defined. A section of The Municipal Act defines the duties of a head of council, but this section has not been applied to the RMN Act. The responsibilities of a chief executive officer are not defined anywhere in Provincial legislation. Hickey has pointed to these anomalies in his study of Ontario municipal organization and urged they be eliminated for all regional municipalities. At present the only expressed responsibilities of the Chairman are to preside at meetings of Council, to summon special meetings of Council, and to sign by-laws. In Council meetings the Chairman does not have a vote except in the case of a tie. By by-law, the Regional Chairman is ex-officio a member of all standing committees of Council and entitled to vote at all committee meetings.

The absence of clearly defined authority does not necessarily limit the influence of the Regional Chairman, but it does mean that much will depend on the person holding the office. There are many bases of influence. Even if the duties of the "chief executive officer" are undefined, the staff accepts the Chairman's directives and looks to him for leadership. The Chairman is also in a good position to orchestrate political and administrative matters because he devotes full time to his job, he has an Executive Assistant and secretarial help, and he is the only person regularly in

touch with the work of all committees. Perhaps most important of all, the Chairman has the confidence of Council and is the only elected official with a Region-wide mandate. Therefore, the public, Council and Province expect him to speak for the Region and to take the initiative in proposing solutions to Regional problems. What a Chairman will do with his position will depend very much on his personality, style and political connections in the Region and Province.

F. The Departments

The employees of the Regional Municipality, those who are paid to advise Council and its committees and who actually do the work of implementing Regional policies and programs, are organized in departments. Table 2.4 outlines the nine departments directly under the Regional Council. (There are other departments under special purpose authorities.) Except for the Executive Assistant, Clerk and Solicitor, the heads of departments are called Directors. The departmental organization is a fairly conventional one, with the usual staff departments for legal work, personnel administration, secretarial services to Council and committees, and finance. The exception is the Executive Assistant's office. As will be discussed in more detail in the next chapter, the Regional Municipality does not employ a chief administrative officer. The Executive Assistant has an unusual position with some responsibility for coordinating departmental operations but little real authority. He reports to the Chairman and to the Council.

The Homes for the Aged Department is (apart from the Police) the largest of the Regional Departments in terms of employees, but it gets little publicity and is probably not very well known. It operates five homes (Sunset Haven, Northland Manor, Linwell Hall, Linhaven and Dorchester Manor), each under an Administrator who reports to the Director.

The Planning and Development Department is small in size but its job of long range planning and land-use control is central to the success of the Regional Municipality. Unfortunately, the Department has had more than its share of difficulties. The Regional Municipality inherited no planners in 1970 and the Department was slow in getting organized. Then its first

TABLE 2.4   DEPARTMENTAL STRUCTURE AND STAFF COMPLEMENT
             OF THE REGIONAL MUNICIPALITY

| Name of Department | Staff | | | Total Complement |
	Top Management [a]	Other Non-Union	Union	
Executive Assistant's Office	1	1	-	2
Solicitor's Office	2	2	-	4
Clerk's Department	1	2	6	9
Personnel Department	1	3	-	4
Finance Department	2	5	19	26
Planning and Development Department	3	10	10	23
Public Works Department	6	65	305	376
Homes for the Aged	6	43	505	554
Social Services Department	1	8	112	121
Totals	25	137	957	1,119

a. The number classified as top management is to some extent
    arbitrary, but it usually includes Department Heads and
    heads of major departmental divisions reporting to the
    Department Head.

  Source: Regional Municipality of Niagara, Regional Council
           and Departmental Data (July 1976).

Director left to do private consulting and another senior
planner resigned. In general, staff turn-over has been
high and the Department has been understaffed. Recently,
the Department has been expanded somewhat and appears to
have stabilized. It is currently divided into two main
sections, each headed by a Senior Planner who reports to
the Director of Planning. The Planning Section is con-
cerned with the official plan for the Region and with
planning for two to twenty years in the future. The
Development Section handles short term matters -- advice
and approvals with regard to proposals from developers,
changes in local plans, severance requests, etc.

Rather than have separate departments for roads, sewers
and water, the Public Works Committee decided in the
beginning to establish a single Public Works Department
and to have overall coordination through a Director of
Engineering. In order to provide for better overall planning
and more efficient use of resources, the Department was re-
organized in 1975 and some senior staff were assigned to
new responsibilities. Despite its many activities, the
Department is well integrated and there are weekly meetings
of senior staff. Apart from an Administration section which
assists the Director and oversees the Emergency Measures
Organization, there are four main divisions. The Water
Works and Pollution Control Division provides water to area
municipalities through the operation of fifteen water treat-
ment plants, three wells, pumping stations and trunk mains.
It also provides sewage disposal through eleven treatment
plants, four lagoons, pumping stations, forcemains and major
trunk sewers. The Projects Division designs tenders and
oversees construction of capital projects -- bridges, pollu-
tion control plants, etc. The Roadways Division maintains
the regional road system through its own staff and oversees
maintenance work contracted to area municipalities. It also
maintains traffic lights, oversees traffic control throughout
the Region, and maintains Regional buildings. The Develop-
ment Division reviews severances, zoning amendments, sub-
division plans, etc. to ensure conformity with Regional
Public Works policies. It also engages in transportation
planning.

The Social Service Department has been built from employees
and programs inherited from the counties and cities in 1970.
At present the Department consists of a Finance-Administration
Division and two line divisions. The Community Services
Division operates nursery schools, day care centres and

provides various homemaker services. The Social Assistance
Division operates district officers in each of the three
major cities and these dispense social assistance and
provide counselling through professional social workers.

Overall, the Regional Municipality has succeeded in attract-
ing well qualified senior staff. Most of these have come
from within the Region. Among department heads, the main
exception to this rule has been the Finance Director. The
first one came to the Region from Port Arthur and the
current Finance Director has come from London. Although
the Region has been in operation for less than six years,
there has been a fair degree of turnover in senior staff.
The Clerk and the Directors of Finance, Personnel, Planning,
and Social Services (i.e., a majority of the nine depart-
ment heads) are the second persons to hold their positions.
Apart from Planning, the turnover of senior staff does not
appear to have caused special problems.

G.   Special Purpose Authorities

A number of local governmental activities are carried out
on a regional basis by special purpose authorities which
are connected in some way to the Regional Municipality of
Niagara. In all cases these authorities are required by
the RMN Act or other Provincial legislation. The degree
of Regional Council control over these authorities varies,
but in all cases to be considered here the Regional Council
appoints some of the members of the authority, provides some
of the revenue of the authority and reviews the authority's
budget. This means that the Regional Council is in some
degree responsible for the actions of the authorities and
for seeing that the programs of the authorities are integrated
with programs directly under the control of the Council and
its committees.

There are other special purpose authorities in the Region
which do not fall into this category and will not be con-
sidered here. There are four Boards of Education in the
Region, but neither the Regional Council nor any area council
has any control whatever over the membership or budgets of
the Boards. The Niagara Parks Commission is another example.
This Commission is established by special Provincial legisla-
tion to develop and manage parkland along the Niagara River.
The Regional Council appoints one member of the Commission

and the area municipalities appoint some more, but the majority of appointments are made directly by the Provincial government. Also, the Commission is self-supporting and its budget is not subject to scrutiny by the Regional Council or the council of any area municipality. In this case the purpose of an appointment from Regional Council is merely to provide liaison. A number of appointments by Regional Council to other bodies, such as hospital boards, are similarly designed to facilitate co-operation and the exchange of information and do not entail any responsibility for the actions of these bodies. A body which might be included among Regional special purpose authorities, but which is omitted in the following discussion, is the Region Niagara Tourist Council. The Council is connected to the Regional Council by virtue of some appointments and grants, but it is not of the same status and stature as the other authorities.

The Regional Niagara special purpose authorities are out-lined in Table 2.5. They vary considerably in terms of budget, staff and the degree of Regional Council control. With the exception of the Land Division Committee, which is a quasi-judicial authority with a limited mandate, these authorities have policy and administrative responsibilities.

1.   Land Division Committee

In 1973, after the Ministry of Housing became alarmed at the number of rural land severances being granted by the local Committees of Adjustment, the RMN Act was amended to give the Regional Municipality power to grant severances. This power is invested in a Land Division Committee appointed by the Regional Council. Members of the committee must not be municipal councillors or employees. Although the Committee need only have three members, the Regional Council originally appointed seventeen, one for each municipality and one more for each of the largest municipalities. This number was un-wieldy and costly and has recently been cut to twelve, with one for each municipality. Also, because of the resentment of local municipalities at losing control of severances, the Regional Council has followed the practice of simply confirming the nominations of members made by area municipal councils.

The Land Division Committee currently meets in hearings of three members each, and all hearings are now held at Regional Headquarters. The Committee's job is to consider applica-tions to sever land in the light of the Regional Plan, input from various agencies, and good planning principles. In fact, the Committee works in close coordination with the

TABLE 2.5   REGIONAL SPECIAL PURPOSE AUTHORITIES, 1975

Special Purpose Authority	Budget		Board Membership		Number of Employees
	Total (000's)	Regional Share	Total	Regional Share	
Niagara Regional Board of Commissioners of Police	11,638	61%	5	40%	590
Family and Children's Services of the Niagara Region (Children's Aid Society)	3,243	20%	24	25%	131
Niagara Peninsula Conservation Authority	1,207	33%	32	78%	24
Niagara Regional Health Unit	2,101	25%	10	70%	170
Niagara Regional Land Division Committee	135	100%	17[a]	100%	5

a. In 1976 Land Division Committee membership was reduced to 12.

Regional Municipality and its Planning Department and
Planning Committee. The Regional Municipality comments
on all applications. If the Regional Municipality dis-
agrees with a decision, it can appeal it to the Ontario
Municipal Board. If an applicant appeals a decision of
the Committee, the planning staff will support the Land
Division Committee at an OMB hearing.

2. Family and Children's Services of the Niagara Region

In 1969 the Children's Aid Societies of Lincoln and Welland
Counties were amalgamated to form the Children's Aid Society
of the Niagara Region. As a reflection of the expanded
role of these protective agencies into the field of pre-
ventive family care, the society's name was changed at that
time to Family and Children's Services. Presently the
services of this society include the traditional functions
of protecting and providing care for children, including
the use of foster parents and adoption, and the preventative
functions of providing guidance and counselling to families
to improve their family life.

Family and Children's Services (FACS) is established and
governed by The Child Welfare Act and is funded primarily
by the Province (80%), with the Regional Municipality
paying the remaining costs. FACS is governed by a Board
of Directors which consists of eighteen volunteers from the
community and six Councillors appointed from the Regional
Municipality. Seven committees are established each year.
By legislation, the Executive Committee consists of nine
members, four of whom must be Regional Councillors. Regional
Council also approves the estimates of the Board. If the
Regional Municipality does not agree with the estimates or
its portion of them, a child welfare review committee will
be appointed by the Province, and will report to the Minister
of Community and Social Services. In all cases, the decision
of the Minister is final.

3. Niagara Peninsula Conservation Authority

The Niagara Peninsula Conservation Authority was established
in 1959 under The Conservation Authorities Act, 1946. The
jurisdiction of the Conservation Authority is based on the
watershed of the Welland River and therefore includes some
areas beyond the boundaries of the Niagara Region, but all

the Niagara Region is within the jurisdiction of the Con-
servation Authority and the Region makes up about 80% of
the Authority's area and about 90% of its population.
Since flooding is not a major problem in the peninsula,
most of the Conservation Authority's energies are devoted
to developing and maintaining conservation areas and to
general environmental and wildlife management. Five of the
fifteen conservation areas are developed for recreational
purposes and it is as a provider of parks that the Conserva-
tion Authority is best known to the general public. The
Conservation Authority also comments on all subdivision
applications to ensure that environmental factors are con-
sidered in any major decision to develop land in the Region.

The general council of the Conservation Authority is currently
composed of 32 members, 25 of whom are appointed by the
Niagara Region (two are appointed by the Haldimand-Norfolk
Region, three by the Hamilton-Wentworth Region and two by
the Province). Prior to regional government, these members
were appointed by area municipalities, and thus far the
Region has made its appointments by asking area municipalities
for nominations and simply confirming them. Currently, five
of the Region's twenty-five appointees are also Regional
Councillors. The Conservation Authority has offices in
Fonthill and it is organized through a Chairman, an Executive
Committee and a number of Advisory Boards. The staff is
headed by a Director of Operations.

The Conservation Authority is financed mainly by Provincial
grants and a per capita levy against the Regional Munici-
palities. Legally the Regional Municipality must pay what-
ever levy the Conservation Authority decides to make, but
the Regional Municipality has sufficient control over the
membership of the Authority that the Authority is not likely
to go against the wishes of Regional Council. This year,
for example, the Authority wanted to increase the per
capita levy, largely in order to construct a new head-
quarters. The Regional Council said this was unwarranted,
and the Authority reluctantly decided to adhere to the old
levy of $1.15.

4. Niagara Regional Health Unit

The Health Unit came into existence in 1968 in anticipation
of regional government when the Welland and District Health
Unit and the St. Catharines-Lincoln Health Unit merged to
form the Niagara District Health Unit in order to take
advantage of increased grants from the Ministry of Health.

The name was changed and authority was vested in the Regional
Municipality in 1970.

The Niagara Regional Health Unit is established under The
Public Health Act primarily to provide preventative health
services and inspections. One of the main traditional
purposes is inspection of public places, water supplies,
food plants, stores, etc. to ensure that sanitary standards
are met and pests are controlled. Other programs include
home care, community nursing services, nutritional counselling,
dental education and surveillance in the schools, family
planning, school health services, immunization of travellers,
etc.

The Niagara Regional Health Unit is governed by a Board of
Health consisting of three Provincial appointees and seven
Regional Councillors who are appointed by and serve at the
pleasure of the Regional Council. Most of the money to
support programs of the Health Unit come from the Province
and the Regional Municipality currently provides less than
20% of the Health Unit's revenue. Although there is still
some feeling that the Board of Health is or should be
autonomous, the relationship with the Regional Council is
clearly designed to ensure control by the Council, and
certainly the Council must assume ultimate responsibility
for the Board's actions. (In the Regional Municipality of
Waterloo, the Province has abolished the Board of Health
altogether and put the Council in direct control.) The
Board of Health usually meets once a month to consider
business matters and the monthly report of the Medical
Officer of Health. The Medical Officer, who must be a
medical doctor, is the chief executive officer of the Board
and is in charge of all staff and programs.

5. Niagara Regional Board of Commissioners of Police

Policing is a Regional responsibility under the RMN Act and
authority over the Police is vested in a Niagara Regional
Board of Commissioners of Police. The Niagara Regional
Police Force is undoubtedly one of the best known aspects
of Regional government. The Force does not yet police the
entire Region (there are several pockets, due to be eliminated
in 1977, still patrolled by the Ontario Provincial Police),
but with almost six hundred employees and a budget approach-
ing $12,000,000 in 1975, it is the largest Regional depart-
ment in terms of manpower and money. The Regional Police are

under the command of a Chief and two Deputy Chiefs, one
for administration and one for operations. Headquarters
and a centralized communications system are in St. Catharines,
and the Force operates through three divisions based on
municipal boundaries and centered in St. Catharines,
Niagara Falls and Welland. Each division is under a superin-
tendent and has its own Criminal Investigation Bureau and
uniformed officers for foot patrols, cruiser patrols and
court work. There are small detachment offices in Grimsby,
Fort Erie, Port Colborne and Thorold which report to the
divisional Superintendent. There is also an Intelligence
Unit and a Special Tactical Squad. In 1975, the Force
responded to almost 100,000 calls for assistance.

The Police Force is controlled by the Board of Commissioners.
There are five Commissioners, with three (one of whom must
be a judge) appointed by the Province and two Regional
Councillors. Unlike the old local police boards when the
Mayor was automatically a member, the Regional Chairman is
not necessarily a member of the Regional Board. The Niagara
Regional Council has appointed two regular Councillors as
members. Only the Provincially appointed members receive
the stipend of $5,000 provided by the Regional Corporation.
Under The Police Act, the Board of Commissioners makes all
regulations regarding the operation of the police force and
under the RMN Act the Board can pass by-laws governing taxi
brokers, second hand and salvage shops, and all vehicles
used for hire. The Board also hears disciplinary cases
against policemen under The Police Act. The Board prepares
its own budget and submits it to the Regional Council.
Since there are two Regional Councillors on the Police
Board and the Regional Corporation provides much of the
money for the Police via the general tax levy, the Regional
Council has considerable influence over the Police Board
budget. However, the Regional Council cannot alter the
Police budget without the agreement of the Police Board,
and if the Council and the Board cannot agree, the final
decision rests with the Ontario Police Commission.

CHAPTER 3

POLITICAL AND ADMINISTRATIVE INTEGRATION

IN THE REGIONAL MUNICIPALITY

A.   Introduction: An Apparent Problem

The most striking feature about the organization of the
Regional Municipality of Niagara is the absence of the
usual formal mechanisms for coordinated management. With
twenty-nine members the Regional Council is relatively
large, but there is no executive or coordinating committee
to integrate the work of standing committees and to oversee
budgetary and other matters which affect all areas of policy.
At the administrative level, there are eight departments
directly under control of the Council and committees, as
well as a number of departments under special purpose
authorities, but there is no chief administrative officer
to prepare the budget, coordinate the work of departments,
and make reports and recommendations of a general nature.
Instead, Regional Niagara uses the traditional standing
committee form of organization with reliance upon the
finance committee, the Council and the head of the Council
for integration.

Organizationally, Regional Niagara is definitely out of
step with contemporary thinking and practice on management
questions. In 1973 the Hickey Report (see Chapter 1,
above) recommended that Ontario municipalities over 300,000
in population employ both an executive policy committee and
a chief administrative officer. The Report lays particular
stress on the need for a chief administrative officer.
A survey of regional municipalities in Ontario also reveals
that Regional Niagara is alone in having neither an execu-
tive committee nor a chief administrative officer. As
Table 3.1 shows, all regional municipalities except Ottawa-
Carleton and Niagara have a chief administrative officer,
but Ottawa-Carleton at least uses an executive committee.

Of course, there is nothing intrinsically wrong with being
out of step with other regional municipalities, but Regional
Niagara's council-committee system raises a number of
questions. Why did the Region adopt the organization it
did? How does the present system operate? Does the Regional
Municipality suffer because of a lack of coordinated manage-
ment? What improvements should be considered?

TABLE 3.1   COUNCIL AND ADMINISTRATIVE ORGANIZATION IN ONTARIO'S REGIONAL
MUNICIPALITIES

Municipality	1975 Population (000's)	Size of Council	Executive Committee	Standing Committees	CAO
Metropolitan Toronto	2152	38	Yes	5	Yes
Ottawa-Carleton	507	31	Yes	4	No
Hamilton-Wentworth	408	28	No	5	Yes[a]
Niagara	357	29	No	4	No
Peel	354	22	No	5	Yes
Waterloo	286	25	No	3	Yes
Durham	234	31	Yes	4	Yes
Halton	221	25	No	3	Yes
York	195	17	No	4	Yes
Sudbury	166	21	No	3	Yes[b]
Haldimand-Norfolk	86	20	No	4	Yes

a. Called Regional Coordinator.   b. Also serves as Clerk.

Sources: Information on CAO's was taken from Ontario, Ministry of Treasury,
Economics and Intergovernmental Affairs, 1976 Municipal Directory
(Toronto, 1976). Information on committees comes from several sources
and may not be completely up-to-date. Much of it was provided by
Francis Nicholson, an Advisor in the Local Government Organization
Branch, Ministry of Treasury, Economics and Intergovernmental Affairs.

B. Origins of the Present System

The Niagara Regional Council did not adopt its present committee system of organization in ignorance of alternatives. Various forms of an executive committee were considered and so was the position of chief administrative officer. How and why these alternatives were rejected is important if one is to understand the present system.

1. Recommendations of and Reactions to the Mayo Report

In its report recommending the establishment of regional government in the Niagara area, the Mayo Commission touched on the internal organization of municipalities only briefly, but its recommendations were pointed.[1] One controversial one was the suggestion that both the regional chairman and the area municipal mayors should be elected by their councils (the British practice, but also the practice recommended by American reformers) rather than directly by the electors. The indirect election of the regional chairman simply followed Metro Toronto and county practice and raised no problems, but the indirect election of mayors went against widely accepted traditions, and the Commission realized it had little chance of acceptance.

The Mayo Commission also recommended the executive committee form of organization. The Commission was obviously concerned with the fragmentation of local power among special purpose bodies and numerous committees. The way to deal with committee fragmentation, the Commission felt, was the executive committee. For the regional municipality, the Commission recommended that the Council elect an executive committee of four members from among those councillors who were directly elected to the council (i.e. mayors would be excluded) and that the regional chairman serve as chairman of the executive committee with voting powers. This executive committee would have all the powers of a board of control under The Municipal Act. This would have meant the executive committee prepared the budget, prepared specifications for tenders and awarded contracts, nominated

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1. Niagara Regional Local Government Review Commission, Report of the Commission (Toronto, 1966), pp. 62-64.

and dismissed department heads, inspected departmental work
and prepared by-laws. Under The Municipal Act, board of
control decisions in some of these areas can only be over-
turned by a two-thirds vote of council. This executive
committee form of organization was in use in Metro Toronto
at the time the Mayo Commission reported, and most of the
largest Ontario cities used a board of control. Apparently
without giving the matter too much thought, the Commission
also recommended that area municipalities have executive
committees.

Municipal reaction to the Mayo Commission's recommendations
on internal organizational matters was limited.[2] Most
municipalities were concerned with the overall implications
of regional government, not the specific details of organi-
zation. However, a number of municipalities objected to
the idea of having councils elect mayors and no municipality
supported the idea. There was also little support for
requiring an executive committee in area municipalities.
There was, however, some support for an executive committee
at the regional level. Specific support came from Thorold
Township, Fonthill, Willoughby Township and Chippawa,
while St. Catharines and Niagara Falls also indicated support
for the idea indirectly. (Bertie and Humberstone Townships
suggested standing committees and a Regional Manager, instead
of the executive committee form.) Only the City of Welland
took specific objection to an executive committee at the
regional level. Welland particularly objected to having
special majorities to reverse an executive committee
decision and to restricting mayors from membership on the
committee. In the words of the Welland brief to the
Minister of Municipal Affairs:

> This cast of kings, king makers, and commoners must
> be viewed as a serious and damaging distortion of
> representative government. We strongly view these
> features as unwise.

2. The Regional Municipality of Niagara Act

In drafting The Regional Municipality of Niagara Act, the

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2. This paragraph is based on municipal briefs to the
    Minister of Municipal Affairs following the publication
    of the Mayo Commission Report in 1966. Copies of the
    briefs are available in the Brock University Library.

Province did not accept the Mayo Commission's recommenda-
tion for a strong executive committee. This represented
a departure from previous practice. Under The Municipal
Act municipalities over 100,000 are strongly encouraged to
have boards of control. Similar arrangements also existed
in the two metropolitan governments created prior to
Regional Niagara. Metro Toronto is required to have an
executive committee with all the power of a board of control.
The Ottawa-Carleton legislation specifically allows such an
executive committee and the Regional Municipality of Ottawa-
Carleton did adopt it prior to the creation of Regional
Niagara. One reason for the change in Niagara was un-
doubtedly the lack of local experience with an executive
committee. In both Toronto and Ottawa, municipal coun-
cillors were used to boards of control, and so the execu-
tive committee was not a new idea. This was not the case
in Niagara.

The RMN Act contains only one reference to committee
organization. Section 14(1) says:

> The Regional Council may from time to time
> establish such standing or other committees
> and assign to them such duties as it considers
> expedient.

Although the power to form committees and to delegate
responsibilities to them had always been assumed to exist,
and most municipalities in Ontario established committees
as a matter of course, the RMN Act was the first time that
Ontario legislation had specifically authorized a municipal
council to establish committees. The Province probably
included the clause simply to tidy up the legal position
of standing committees (the Hickey Report in 1973 recom-
mended this). However, in the context of dropping references
to an executive committee, the clause could be (and probably
was) interpreted by some as authorizing a more traditional
form of committee organization.

Another reason the Province dropped the idea of a strong
executive committee in Regional Niagara was the inclusion
of provisions for a chief administrative officer. Some
officials in the Ministry of Municipal Affairs had been
rethinking the wisdom of boards of control, and opinion
was shifting in favor of the council-CAO form of organiza-
tion. This change would be reflected in the thinking of
the Hickey Report in 1973. The RMN Act led the way in
actual legislative change with Section 16(2), which says
in part:

The Regional Council may by by-law appoint a chief administrative officer, who,

(a) shall have such general control and management of the administration of the government and affairs of the Regional Corporation and perform such duties as the Regional Council by by-law prescribes;

(b) shall be responsible for the efficient adminis- tration of all its departments to the extent that he is given control and authority over them by by-law;....

Although similar authority had been given to other munici- palities in the past when they had requested it, this was the first time that the Province had taken the initiative in authorizing the appointment of a CAO. In 1970 identical provisions were incorporated in The Municipal Act for all municipalities.

3. Provincial Advice on Organization

After the RMN Act was passed, the Province provided assis- tance to the Regional Municipality on organizational questions and financial matters. In the organizational field, this advice very much pointed to the need for integration in policy making and administration.

The Province indicated a clear preference for a chief administrative officer. In fact, Darcy McKeough, then Minister of Municipal Affairs, contemplated appointing an interim CAO at the same time as he selected the Region's first Chairman, John Campbell, in early July 1969. This would have facilitated the establishment of the new munici- pality, but McKeough apparently decided that an interim CAO would have an advantage in any competition for the permanent post and that this would infringe upon the right of the Regional Council to choose its own staff. As an alternative, McKeough appointed a consultant administrator to assist Chairman Campbell. The man was E. Royden Colter, the recently retired City Manager of Windsor. Although he was not supposed to promote any particular form of organi- zation in the Region, Colter was obviously inclined to the Council-CAO system, and McKeough must have expected him to influence the Regional Council in that direction.

Not long after he had been appointed Chairman, John Campbell asked the Department of Municipal Affairs to prepare organizational proposals that could be considered by the Regional Council after it was elected on October 6, 1969. The Department assigned Fred A. Braybrook to the task. Braybrook had just completed a similar task for the new city of Lakehead. During September and early October, Campbell, Colter, Braybrook and William Millward, the Acting Officer (Clerk) of the Regional Municipality, talked about organizational possibilities. The job of sensing local opinions fell primarily to Campbell and Colter. They talked to various elected officials and groups in the area about alternatives. Campbell made it clear that he sensed general support for standing committees. Colter recognized this also, but he also stressed the need for an administrator, a minimum number of committees and perhaps an executive committee. Colter saw that one way to provide a minimum of committees would be to have the twenty-eight councillors divided into four committees of seven members each.

Eventually, Braybrook, with Colter's assistance, drafted four alternative forms of organization which were recommended to a special committee of the Regional Council. In brief, these were as follows:

1. Council/Coordinating Committee/Coordinator of Regional Services. This form provided for no standing committees, and the Coordinating Committee was to be composed of the twelve mayors. The Coordinator of Regional Services would be a type of chief administrative officer.

2. Council/Coordinating Committee/Standing Committees/ Coordinator of Regional Services. This form provided three standing committees for Works-Development, Social and Administrative Services, and Homes for the Aged. The Coordinating Committee was to be chaired by the Regional Chairman and to consist of the three standing committee chairmen, the Health Board chairman, and two others.

3. Council/Coordinating Committee/Standing Committees/ Coordinator of Regional Services. Basically the same as 2 above, but with an additional committee for Planning and Development. In this case the Coordinating Committee would be composed only of the Regional Chairman, the four standing committee chairmen, and the Health Board chairman.

4. Council/Coordinating Committee/Standing Committees.
   The same as in 3 above, with without the Coordina-
   tor of Regional Services.

The first proposal, because it made a distinction between
mayors and other councillors and completely ignored stand-
ing committees, obviously stood no chance of being accepted.
It seems to have been included to make the other proposals
look less drastic.

The intentions of the latter three proposals are quite
clear. All have standing committees but no finance com-
mittee. Financial matters would be left to the Coordinat-
ing Committee and to the Coordinator of Regional Services.
It is obvious by the choice of name that the Coordinating
Committee was to be less than an executive committee with
powers of a board of control, but it is equally obvious
from the composition of the committee and its financial
responsibilities that it was to be in a paramount position.
Two of the latter three proposals (as well as the first)
also combined a form of the chief administrative officer
under the name of Coordinator of Regional Services. The
duties of this position were not spelt out in detail, but
the use of the term Coordinator was undoubtedly designed
to make the idea of a chief administrative officer more
acceptable to Councillors who had no experience with a
CAO and who might think that a CAO would reduce their
control of municipal affairs.

4. The Original Decisions

Those who eventually had to decide on organizational matters
were the twenty-eight Regional Councillors elected on
October 6, 1969. Together with the Regional Chairman they
had to make a number of important decisions on organization
and staffing if the Regional Municipality was to begin
functioning on January 1, 1970. Unfortunately, these
decisions had to be made quickly in a context marked by
uncertainty and distrust. Councillors from two counties
and several cities were being brought together for the
first time. Many of these Councillors did not even know
one another, and there was no informal political structure
within the Region as a whole. The result was considerable
suspicion along both Lincoln-Welland and rural-urban lines.
St. Catharines, as the largest municipality, was particularly
distrusted, especially since it had been one of the major

proponents of regional government.

The first major decision on Regional Council organization
was taken on October 23, 1969 by a special committee of
Regional Council consisting of the Regional Chairman and
one Regional Councillor from each of the twelve area
municipalities. The composition of the Committee clearly
favored the smaller municipalities and those Councillors
who were unfamiliar with the process of managing a large
municipality. Some of those who recall the meeting remember
that it was dominated by M. F. (Red) Hatch of Welland, a
man of quick and sharp words. Councillor Hatch was a
natural leader for those who were suspicious of new forms
of organization. He is from Welland and was a city repre-
sentative, but he is a local politician in the traditional
style. Welland was and is the most traditionally organized
of the Region's three large cities, and Councillor Hatch
clearly preferred a style which restricted the authority
of staff and allowed councillors to be personally involved
in the details of municipal business.

The committee's decisions on Council structure reflected
a clear preference for a traditional committee form of
organization. The committee considered the four proposals
prepared by Braybrook and Colter and rejected all of them.
According to the minutes of the committee, the idea of a
coordinating committee was unanimously rejected. The main
reason seems to have been the apprehension that a committee
which had finance responsibilities and which was composed
mainly of chairmen of other committees would concentrate
too much power in the hands of a few councillors. There
may also have been some distrust of an arrangement which
would have seen the Regional Chairman become chairman of
the coordinating committee. When they did not know or
trust one another, Regional Councillors were not about to
make some Councillors more equal than others by creating
positions which might be dominated by one or another interest.

Instead of a coordinating committee, the Council's special
committee on organization recommended a committee system
and the following four standing committees:

  - Finance (7 members)

  - Public Works and Utilities (12 members)

  - Planning and Development (7 members)

  - Social and Family Services (7 members)

This recommendation was approved and committee members
were appointed at a meeting of Regional Council on October
30, 1969. On one point Braybrook and Colter were success-
ful. The idea of a small number of standing committees
was accepted (counties often had eight or more committees
to deal with their few responsibilities), and so was the
idea of limiting membership on the committees. In fact,
Colter's idea of four committees of seven members each was
accepted as the norm. However, the decision to "extend"
the Works Committee to twelve because of its "scope and
anticipated workload" was an interesting exception with
several implications. The number twelve gave each munici-
pality representation, and the decision clearly revealed
the priorities of Councillors from smaller municipalities.
These Councillors had little or no experience with planning
and they did not seem to appreciate that public works res-
ponsibilities had been given to the Region in part in order
to reinforce the planning capability. Many Regional Coun-
cillors obviously expected that the Regional Municipality
would operate like the counties had, that roads and other
work would be dispensed by the Works Committee, and that it
would be critical to be represented on the Works Committee
to see that you got your share of the budget.

The proposal for a chief administrative officer met a more
protracted and complex fate than the proposal for a co-
ordinating committee. Three of the four proposals presented
to the Council's special committee on organization provided
for a CAO under the name of a Coordinator of Regional
Services. On October 23, however, at the same meeting in
which it rejected the idea of a coordinating committee, the
special committee of organization apparently decided there
would be no need for an Administrator for the time being.
Actually, the minutes of the meeting make no mention of such
a decision, but participants recall that some sort of vote
was taken. The matter was left open for further considera-
tion because of the concern of some Councillors and advisor
Colter.

There were two main reasons for the reluctance to appoint
a CAO. One was the concern of some Councillors that an
Administrator would have too much power and that Councillors
did not need someone telling them what to do. This position
was stated strongly by Councillor Hatch in the October 23rd
meeting. A number of other Councillors undoubtedly shared
this concern, especially those from Welland County where
there was no prior experience with the CAO form of organiza-
tion. A second reason why members from the Welland County
area opposed the CAO idea was that the most likely occupants

of the position would have come from the Lincoln County
area. One of these was William Millward, the Administrator
of Lincoln County and then Chairman Campbell's principal
assistant and Acting Officer (Clerk) for the Regional
Municipality. The other likely candidate for the job was
Cy Armstrong, City Administrator of St. Catharines. Since
the Regional Chairman was from Lincoln County, Councillors
from the Welland County area (a majority of Council) had
no desire to see a CAO who would also come from the Lincoln
area. Armstrong had the added disadvantage that he was
known as an extremely competent and strong administrator --
exactly the type of person many Councillors wanted to avoid.

Despite the vote on October 23, Royden Colter considered
the question of a CAO to be an open one and he began to
press for the appointment of a strong Administrator. He
even prepared a short paper, "The Role of the Proposed
Administrator," which was made available in November to
Councillors who requested information on the need for a
CAO. It is not clear how many Councillors actually received
or read the paper, but in it Colter noted the widespread
acceptance of the Administrator form of organization and
he explained the duties and advantages of an Administrator.
He also addressed the question of democratic control which
was troubling some Councillors. This final section of his
paper is worth quoting because it gives some idea of the
nature of Colter's concerns.

> A question might be asked in regard to the democratic
> control if an Administrator were appointed. The plan
> does provide for democratic control because the voters'
> representatives, the municipal council, has authority
> to employ and dismiss the Administrator at will. The
> Administrator is bound by the overall policies and
> specific decisions made by the Council. There would
> be extreme advantage both in the organizational control
> for the Regional Council operation and in the calibre
> of employees which over the years the municipal council
> will attract in the employment of a competent Adminis-
> trator. Such a man would instill confidence, enthusiasm
> and team spirit in the department heads and their
> subordinate employees. His responsibilities would
> include welding many individuals of diverse personali-
> ties and interest into an effective organization. An
> Administrator, professionally qualified, working with
> an informed Council in the many challenges ahead with
> this new Regional Municipality of Niagara can do much
> to assist in the future success and development of the
> whole area.

While Colter voiced his concerns, the CAO question was
being resolved informally by Regional Councillors. Chair-
man Campbell took the initiative. He shared the views of
those who looked on a CAO with distrust and he certainly
was not interested in hiring an outsider for such a critical
position. At the same time he recognized the need for some
sort of administrative coordination and assistance for the
Chairman. His choice for any such position was William
Millward. This was natural since the two men have similar
temperments and they had worked together productively in
both Lincoln County and in the setting up of the new Region.
Millward was already Acting Officer (really only Clerk) in
the Region and Chairman Campbell also tended to favor giving
preference to employees who were part of the County structure.

In his attempt to find an appropriate position for Millward,
Chairman Campbell could count on support from the old county
councillors. Regional Council had adopted a policy of
advertising for all senior positions, but only over the
objections of Councillors such as Black (Pelham) and
Brooks (West Lincoln) who wanted first preference to be
given to county employees. Concern began to mount,
especially after the first senior appointment to be made,
that of Treasurer, went to Jack Stockdale, an "outsider"
from Port Arthur, in mid-November. There was support
therefore for finding a senior position of some sort
for Millward in the new Regional structure, even thougn
the position of CAO was out. Clerk was a possibility,
but Millward had a broader background and he was already
playing a more important role than Clerk in the transition
to the new structure. Clerk would have been a demotion of
sorts and it would have complicated the task of finding
suitable positions for the current clerks of the two
counties.

Amidst the conflicting concerns over a CAO position, the
possible occupant, and the fate of county employees, the
Finance Committee met in camera on November 26 and recom-
mended the appointment of William Millward to the "position
of Executive Assistant for the Regional Municipality of
Niagara." This recommendation was accepted by a Committee
of the Whole Council on December 4. At best, the procedures
for the appointment were irregular. The position of
Executive Assistant was a new one and the title seems to
have originated in discussion in the Finance Committee on
November 26. There was no job description at all. The
position was obviously intended to be a senior one, but there
was no by-law to confirm the appointment or spell out the

duties until later. Furthermore, the position was created
and filled immediately, without advertising or calling for
applications.

C. Operation of the Committee System

The decision by Niagara Regional Council to forego an
executive or coordinating committee and to adopt four
more or less equal standing committees was bound to create
problems of duplication and coordination. Regional
Councillors obviously expected the Finance Committee to
play some sort of coordinating role. Thus the first
organizational description of the Regional Municipality
describes the responsibilities of the Finance Committee
in this way (emphasis in the original):

>   to consider and report to council in any and all
>   matters affecting the finances and financial opera-
>   tion and programme of the municipality, including
>   contracts, revenues and expenditures, budget
>   appropriations, capital budgets, expenditures
>   and financial arrangements, personnel complement,
>   taxation, purchasing, etc. (In practice this
>   committee must report and recommend to council
>   in such matters regardless of the municipal
>   department or other committee involved.)

This is very much the traditional role of a finance com-
mittee in municipalities. Some coordination is inevitable
because the traditional activities of municipalities almost
always involve finance in one way or the other.

Unfortunately, there are problems in expecting the Finance
Committee to perform the traditional task of coordination
within the context of the Regional Municipality of Niagara.
One problem is the integration of planning concerns.
Planning is a relatively new activity at the municipal
level, and it is largely because of planning concerns that
the Regional Municipality was established. However,
planning is essentially a control activity, and often it
does not directly involve financial matters. Planning
can easily be neglected by a finance committee that operates
in traditional ways.

Another reason the Finance Committee cannot be expected
to play the traditional coordinating role is the pattern
of committee membership on Regional Council. This pattern
is quite different from the ones with which Regional
Councillors had experience at the local and county level.
In most municipalities, councils are small and it is common
to have considerable overlapping among the memberships of
committees. Integration and coordination are not serious
problems. In Lincoln and Welland Counties, where the
larger councils made the problems of coordination more
accute, the finance committees were composed of the chair-
men of other standing committees, and therefore they could
operate as coordinating committees. This was not possible
in the Niagara Regional Council. While it rejected the
idea of a coordinating committee, the Council accepted
the idea of limiting committee membership to one per
Councillor. The plan of four committees of seven members
would have provided no overlapping at all. Extending the
Works Committee to twelve provided some opportunity for
overlapping, but in the first selection of committee members
only one member of the Finance Committee also served on
another standing committee.

What Regional Council did, in effect, was to reject one
part of a plan (the coordinating committee) and to accept
another part (one committee position per Councillor) which
did not make much sense without the first part. The changes
made in representation on the Public Works Committee created
further complications. Since the old county councillors on
Regional Council had experience with finance committees
composed of the chairmen of other standing committees, the
decisions are difficult to explain, apart from the general
atmosphere of distrust and the short time in which decisions
had to be made. What is even less easy to explain is the
lack of changes in subsequent years. There have been a
few changes in the committee system, but not many. The
Council still has not adopted terms of reference for its
committees. Nor has it adopted a set of procedures to say
how business should be introduced and routed through com-
mittees and Council.

1.   Committee of Chairmen and Vice-Chairmen

In the first years of the Regional Municipality, it appeared
that the idea of a coordinating committee would be resurrected
in the form of the Committee of Chairmen and Vice-Chairmen.

This Committee first met in August 1970 at the invitation of Regional Chairman Campbell. It had no direct mandate from Council and no place in the Council's procedures, but it kept minutes and reported directly to Council. The main purpose of the Committee was to consider the multitude of personnel problems which existed. From the outset, there had been friction between the Finance Committee and other standing committees over staff complements and the hiring of new staff. There were also problems associated with the need to integrate the pay scales of staff acquired from different local municipalities and to negotiate new collective agreements with the various unions. In considering these issues, the Committee of Chairmen and Vice-Chairmen became a committee which integrated staffing recommendations of standing committees before these recommendations went to Council.

The Committee of Chairmen and Vice-Chairmen was a long way from being an executive committee, but concern that it might take on a general coordinating role led to its demise. The Committee met about a dozen times during its first year of operation. In the fall of 1971, however, there was criticism that the Committee of Chairmen and Vice-Chairmen was becoming an executive committee and usurping the rightful role of standing committees. There may also have been concern about the composition of the Committee of Chairmen and Vice-Chairmen, since representatives of the three largest cities held a majority of positions. In the face of criticism about an incipient executive committee, Chairman Campbell dropped his support for the Committee of Chairmen and Vice-Chairmen. The last regular meeting was held in conjunction with the Finance Committee in November 1971. In subsequent years, Chairman Campbell would still call committee chairmen and vice-chairmen together on occasion, but this was done informally, without minutes, and without reporting directly to Council.

2. The Size and Composition of the Standing Committees

The original decisions on the size and composition of standing committee proved to be unstable. This was almost inevitable given the decision to break the pattern of four committees of seven members each and to extend the Works Committee to twelve members with one member from each municipality. The four-seven plan was designed to give each councillor one committee assignment. With the expansion of the Works Committee, some councillors had to sit on

more than one committee, work loads and influence would
not be equal, and it would be easier to expand other
committees in future.

The expansion of the Works Committee inevitably raised
questions of balance on committees. The four-seven plan
did not foresee the possibility of a committee with one
representative from each municipality. It simply assumed
that St. Catharines and Niagara Falls would have one or
more representatives on all committees and that smaller
municipalities would be represented on only one or two
committees depending on the number of councillors they
had. With twelve members, the Works Committee was stacked
in favor of the smaller municipalities. If committee
assignments were apportioned equally amoung councillors,
this made it inevitable that the other committees would have
their membership biased in favor of the larger municipalities.
The original Finance Committee had four of its seven members
from St. Catharines (2), Niagara Falls (1) and Welland (1).
The Planning and Development Committee had four of its
seven members from just St. Catharines (2) and Niagara
Falls (2).

In the years since the original decision on committees
there have been only two changes in the structure of the
system. First the Planning and Development Committee was
expanded to ten members, and later the Finance Committee
was expanded to nine. In both cases, however, expansion
took place not to improve coordination among committees,
but to provide for a better balance of Welland-Lincoln
or rural-urban representatives.

The Planning Committee was expanded relatively early in
December 1970. As already noted, many Regional Councillors
initially did not attach much importance to planning and
the planning operation was slow to develop. When it did
get underway, however, Councillors from the old Welland
County area realized that they had let the Committee slip
into others' hands. Of the original seven members, two
each came from St. Catharines and Niagara Falls (including
the Chairman and Vice-Chairman), and the others came from
former Lincoln County municipalities. Welland and old
Welland County municipalities had eleven Council members
but no one on the Planning Committee. That this could
happen in the first place shows very well the low status
accorded to planning by some Councillors, and that it did
happen helps explain why planning had a difficult time

getting started. As soon as it did get started, Welland area interests wanted representation. When the Committee was expanded, members from Thorold, Welland and Port Colborne were added.

The Finance Committee was expanded in early 1975 shortly after a new Council had been elected and appointments to Committees made. From the outset Finance had been a city committee and the initial appointments in 1975 reflected this. Of the seven members, two each came from St. Catharines and Niagara Falls with one each from Welland and Fort Erie. The only representative from the smaller municipalities was from Lincoln. The question of Finance Committee representation was not raised solely in terms of urban dominance. The importance of the Finance Committee had led a number of Councillors to want to see it expanded. When the decision was made to expand to nine members and elections were held, however, it was representatives from Grimsby and Wainfleet who were elected. Once again representation on an important committee achieved a better political balance.

Despite the growth and changes, each of Regional Niagara's committees still has had its own distinctive character. The Finance Committee and the Planning and Development Committee are still urban committees. The three largest cities have only 46% of the Council seats but 56% of the seats on Finance and 60% on Planning. The chairmen of these two committees have also always come from the three largest cities. The Public Works and Utilities Committee continues, of course, to be a rural and small town committee, and its chairmen have reflected this bias. The Social Services Committee is very much a Welland area committee. Five of the seven members come from the old Welland County area and the chairman of the committee has always been either the mayor of Welland or the mayor of Fort Erie.

Ultimately, the differing character of the committees is important because it increases the need for effective mechanisms of integration. The committees are not "little councils" and therefore they cannot be expected to spontaneously produce decisions that reflect the interests represented on council. Moreover, the probability of friction and conflict among committees is increased. In Regional Niagara, there has in fact been friction between Finance and Public Works and between Public Works and Planning. This is exactly where one would expect it, given the differing character of the committees.

3. The Stability of Committee Assignments

One potential weakness of the Committee system which has developed in Regional Niagara is the lack of change in committee assignments. The initial idea of having a limited number of committees with limited membership was to minimize the demands on a Councillor's time. The danger of serving on only one committee, however, is that a Councillor becomes a narrow specialist and fails to develop a grasp of the totality of Regional activity. Those who proposed the initial committee system in Regional Niagara felt this could be prevented through a regular rotation of committee assignments. Originally, there were even some sketch diagrams of how members might be rotated among committees on a regular basis. Like many other things, rotation died on the drawing board.

The stability of committee assignments on Regional Council has been remarkable. This is well illustrated in Table 3.2 which documents the committee assignments of those who have been members of all three Councils. There are fourteen such Councillors, one half the total. Occasionally they have added or dropped a second committee assignment, but there have been only two cases so far in the life of the Regional Municipality of actual changes in assignments. Councillor Reid served one term on Social Services and then switched to Planning. Councillor Corey has the dis- tinction of being the only Councillor to serve on three committees. He has been on Social Services continuously, and he changed a second assignment from Planning to Public Works after one term. All other Councillors have served continuously on their original committee assignments. Seven of those listed in Table 3.2 have served continuously on only one committee.

This pattern of stable committee memberships is not without its defenders. Councillors build up an interest and exper- tise in an area and they feel they can make their best con- tribution by continuing in it. Senior staff also like to deal with Councillors whom they know and who do not require basic explanations and historical background. These certainly are advantages, and there is little doubt that in the short run a continuation of existing assignments is always more efficient than a basic change.

The important thing, however, is to recognize that the lack of change in committee assignments has very real costs for the Region as a whole in the long run. New ideas and

TABLE 3.2   COMMITTEE MEMBERSHIPS OF THOSE WHO HAVE
             SERVED ON ALL THREE REGIONAL COUNCILS

Name	Municipality	Terms on Committees			
		Finance	Planning	Works	Soc.Ser.
Bell, R. H.	St. Catharines	..	3	..	..
Black, H. E.	Pelham	..	..	3	..
Buchanan, I. D.	St. Catharines	3	..	..	..
Corey, E.*	Port Colborne	..	1	2	3
Hatch, M. F.	Welland	3	3	..	..
Lemelin, L.	Welland	..	..	3	..
Marshall, W. J.	St. Catharines	..	..	3	..
Mitchelson, E.E.	Niagara Falls	3	..	..	1
McKenzie, F. D.	Lincoln	..	..	3	..
Pietz, A.	Welland	..	..	..	3
Reid, J. L.	St. Catharines	..	2	..	1
Scott, W. G.*	Niagara Falls	..	..	3	..
Taylor, G. J.	Fort Erie	..	1	3	..
Teal, J. M.	Fort Erie	2	..	..	3

* Replaced members who died during the term of the first
  Council.

perspectives are not brought to bear on committee work.
More importantly, Councillors do not develop an appreciation
for the many different aspects of Regional activity. This
means that Council meetings can do little more than ratify
committee decisions and that most Councillors are not
really in a position to make budgetary decisions which
require a simultaneous assessment of effects in different
policy areas. Specialization also ultimately hurts the
image of the Region. Regional Councillors do not have an
overall picture of the Region's accomplishments. When
speaking to the public, a member of the Public Works Com-
mittee can recite a long list of Regional accomplishments
in the public works field, but he does not think to go to
the social service, planning or police areas because he
has no experience with them. One suspects that if Regional
Councillors knew more about the different Regional activities,
they would be more aggressive spokesmen for the Region than
they are now.

4.   The Current Pattern of Committee and Board Memberships

Although there is no formal coordinating mechanism within
the committee system of Regional Niagara, the present size
of standing committees and special purpose authorities
allows for some integration through overlapping member-
ships. The current Council has made thirty-eight standing
committee appointments and nineteen board appointments
involving Regional Councillors. This is an average of
about two appointments per Councillor. An analysis of
these appointments reveals two things. First, the pattern
of overlapping committee and board appointments does not
usually do much to provide for the better integration of
related activities. Second, the Councillors do not share
the burdens of appointments equally.

One positive feature of the current pattern of overlapping
committee and board memberships is the unique position of
the Finance Committee. As Table 3.3 shows, it is the only
committee with links to all other committees and boards
and this puts it in a better position to coordinate activi-
ties than would otherwise be the case. This is a recent
development. In previous Councils the Finance Committee
was not linked to all the other standing committees. Even
in the current Council, if the Finance Committee had not
been expanded, there would have been no link at all with
the Public Works Committee or the Conservation Authority.

TABLE 3.3   OVERLAPPING MEMBERSHIPS ON STANDING COMMITTEES
AND SPECIAL PURPOSE AUTHORITIES FOR NIAGARA
REGIONAL COUNCILLORS

Committee or Board (Number of Appointments)	Standing Committees				Special Boards			
	FC	PC	WC	SSC	PB	HU	FACS	CA
Finance Committee (9)	–	3	1	2	2	3	2	1
Planning Committee (10)		–	0	2	1	4	1	1
Works Committee (12)			–	2	0	3	3	3
Social Services Committee (7)				–	0	1	4	2
Police Board (2)					–	1	0	0
Health Unit (7)						–	1	2
Family & Children's Services (6)							–	2
Conservation Authority (5)								–

Easily the most striking feature of Table 3.3 is the absence
of any overlap whatever between the Public Works and Planning
Committees. Since these are the two largest committees and
they are both intimately involved in the overall development
of the Region, this is truly a remarkable oversight. The
reason most often given for this situation is that these
committees make the heaviest demands on the time of members.
This is a rather weak excuse, especially since a number of
Councillors carry other workloads equal to membership on
these two committees. Besides, there are ways to reduce
the time demands of these committees. It is quite possible
that the absence of integration through overlapping member-
ships itself contributes to the large amount of time consumed
by these two committees. In any case, the absence of other
coordinating mechanisms makes the present distance between
these committees difficult to justify.

Also somewhat curious is the limited overlap between the
Social Services Committee and the Health Unit and between
the Health Unit and Family and Children's Services (FACS).
One Councillor provides the connection among all three
groups. This limited overlap contrasts with the overlap
between the Planning Committee and the Health Unit or
between the Public Works Committee and the Health Unit.
The pattern is curious in light of the frequent suggestions
for greater coordination among the various social and health
services in the Region. Since the Social Services Committee
has a relatively light workload, one of the ways to improve
coordination would be to have its members fill all the
Region's positions on the Health Unit and FACS. Whether
accidental or intentional, the present pattern of appoint-
ments must certainly impede coordination in these areas.

Another way to look at the pattern of committee and board
memberships is to focus on Councillors and to see who bears
the burden of multiple memberships. Although the average
number of appointments is two, the actual number varies
between one and four. Councillors Alexander (St. Catharines),
Arkell (Grimsby), Corey (Port Colborne), Dick (Niagara), and
Hatch (Welland) each have two committee and two board assign-
ments. Between them they account for more than half of all
the overlapping memberships. As Chairman of the Finance
Committee and member of the Planning Committee, Police
Board and Health Unit, Councillor Hatch is undoubtedly in
the most central position. At the other end of the scale,
there are twelve Councillors who sit on only one committee
and on none of the four major Regional authorities. Seven
of these are mayors.

Table 3.4 reveals that in general the burden of multiple
committee and board assignments falls most heavily on
Regional Councillors who are not mayors. This is less
pronounced with standing committees than with boards.
Mayors constitute 43% of the Councillors, but they hold
39% of the committee assignments and only 21% of the board
assignments. It would seem that there is an understanding
that mayors have responsibilities in their own munici-
palities and that most work at the Regional level should
be done by the other Councillors.

5.   Council and Committees

The Council-Committee system of the Regional Municipality
displays many of the features commonly associated with
such systems elsewhere, plus some interesting features of
its own. The relative importance of standing committees
vis-a-vis the Council is illustrated in Table 3.5. Most
standing committees meet more frequently and for longer
periods than does Regional Council -- and these figures
do not include occasional sub-committee meetings. Total
committee hours of deliberation outnumber Council hours
by more than 8:1. Since all committee meetings are open
to the public, the usual problem of secrecy is avoided,
but the overall effect is still to limit the effectiveness
of Council and disperse the consideration of public business.

Given the volume of detailed work being done by Committees
and passed on to Council for authorization, Council cannot
really function as an effective integrating body. The
agenda and associated papers for a Council meeting usually
come in a volume two inches thick. A Councillor will, of
course, be familiar with the materials coming from the com-
mittee on which he sits, but he would have considerable
difficulty in digesting the material from other committees.
Committee reports are brief and to understand them one
must go to the very detailed background papers. Even mayors,
with staff to help them, find there is not enough time for
this. In Council, oral summaries of reports sometimes do
not follow the reports, and, at least according to one
Councillor, important or controversial items sometimes
get passed over. As a consequence Council agenda are usually
not read and digested by Councillors. The bulk of the
material forces the Councillor to skim, to focus on things
relevant to his municipality, and thus to miss matters of
broader significance. Motions and business not on the agenda
are also frequent. One observer remarked that he was initially
impressed with the speed and dispatch of Council meetings,

TABLE 3.4   DIFFERENCES IN COMMITTEE AND BOARD ASSIGNMENTS
             BETWEEN MAYORS AND OTHER REGIONAL COUNCILLORS

Nature of Assignment	Percent of Total Involved	
	Mayors (12)	Others (16)
Two Standing Committees	25%	50%
At least One Board	25%	63%
Four Positions	0%	31%

TABLE 3.5   COUNCIL AND STANDING COMMITTEE MEETINGS 1975

Type of Meeting	Number	Average Duration[a] (Hours)
Regional Level	26	2
Standing Committees:		
Finance	34	2
Planning & Development	38	4.5
Public Works	49	3
Social Services	23	2.5

a. Average duration for committee meetings has been
    estimated by the Regional Clerk, John Dawson.

until he realized that Councillors often did not understand
what they were approving.

Councillors are also discouraged from pursuing committee
reports with questions in Council. As is typical with
committee systems, committee members resent having others
question their work. They feel they have been entrusted
with a task, they have considered it, and, as long as there
was no major division of opinion in the committee, the
matter should be closed. Because members feel this way
about their own areas, they tend to defer to others in
their areas. (This is especially likely when there is
little rotation among committees.) One Councillor spoke
of the difficulty of "offending" others, and appearing a
"scoundrel," in order to ask questions. This is not to
say that questions do not arise, but they tend to be of a
factual nature. Efforts to initiate debates on matters
of policy arising from the details of a committee report
are resisted.

Committee meetings are also not all they could be. One
of the busiest committees is Public Works, but its agenda
is clogged with trivial items. Most members come to the
meetings without having read the pile of reports on the
agenda. This is reasonable enough in one sense, because
many of the items on the agenda really could be handled
in other ways. For example, local improvements such as
sidewalks require debenture financing, and the Region
must approve this financing aspect. However, all such
matters are referred to Public Works for a report even
though the works in question are entirely within the
jurisdiction of local municipalities and have no implica-
tions for Regional public works. An agenda clogged with
this type of material necessarily degrades the value of
committee work and reduces the attention given to important
questions.

Councillors seem to be of two minds about the detail which
clogs committee agenda and eventually complicates the work
of Council. As Table 3.6 shows, most councillors seem to
be of the opinion that detailed scrutiny of administrators
and administrative detail is necessary for political control.
Also a majority of Councillors does not feel the time spent
in committees to be excessive. However, most Councillors
also seem to realize that more effort should be made to
set guidelines in order to allow more business to be
handled directly by staff.

TABLE 3.6   COUNCILLORS' ATTITUDES TOWARDS
             ADMINISTRATION AND COMMITTEE WORK

Question	Agreement	(N)
If Regional Councillors are not constantly on guard, senior staff tend to exercise too much influence on matters which should properly be decided by Councillors.	71%	(17)
Some Regional Councillors become too involved with administrative details and this interferes unnecessarily with efficient staff operations.	6%	(18)
Ways should be found to reduce the time a Regional Councillor must spend in committee and sub-committee meetings.	44%	(18)
Regional Council and its committees should strive to set more policies so that more business can be handled directly by staff.	74%	(19)

D. Administrative Integration

The usual mechanisms for administrative integration in a
large municipality are a chief administrative officer (CAO)
and regular meetings of department heads. There is some
question as to whether these or similar mechanisms have
been established in Regional Niagara.   On the one hand,
some people suggest that there is no need for a CAO because
the Executive Assistant performs a similar role. People
also point out that department heads meet together at
present. On the other hand, it is quite clear that the
Executive Assistant is not a CAO in the usual sense and
that meetings of department heads have a chequered history
and anomalous status. Recent developments have clarified
the situation somewhat, but well defined mechanisms of
administrative integration are still lacking

1. The Executive Assistant

As Executive Assistant, William Millward began in difficult
circumstances. Although he might well have won a competi-
tion for his job, he was appointed without competition.
This was bound to lower his status in relation both to
the Councillors who had appointed him and to the depart-
ment heads who secured their positions through competition.
A second difficulty was the absence of any defined tasks
or authority following the initial appointment. In the
context of the debate over a CAO, it was quite clear that
Regional Councillors did not want the Executive Assistant
to do very much. He certainly was not to get involved in
important organizational, personnel and policy matters
which Councillors wanted to keep to themselves. The
Executive Assistant was simply to assist the Regional
Chairman in carrying out the Chairman's own ambiguous
role as chief executive officer.

When William Millward's appointment and duties were finally
formalized in mid 1970 with Niagara Region By-Law 57,
Regional Council made it quite clear that an Executive
Assistant was not to be a CAO by a different name. This
is readily apparent if one contrasts By-Law 57 with Lincoln
County By-Law No. 2281 which appointed Mr. Millward to the
position of County Administrator in 1968. (See Appendix
2, pp. 161-5.) The Executive Assistant by-law completely
eliminates any mention of many of the powers of the County
Administrator, including those to supervise collective
bargaining, purchasing, tenders, departmental organization

and municipal property. Where the same areas of responsi-
bility are mentioned, the Region's by-law eliminates crucial
words which provide direct authority and leaves words which
provide only an advisory or coordinating role. For example,
budget-making is a critical activity in any municipality,
but whereas the Administrator prepares and recommends a
budget, the Executive Assistant simply advises Council on
budgets prepared by department heads. Other clauses like-
wise leave the Executive Assistant to advise and assist
when requested, while department heads are free to run
their own departments. Unlike the Administrator who is
responsible only to Council and can only be dismissed
subject to certain provisions, the Executive Assistant
is also left in a curious and exposed position. He has
a dual responsibility to the Chairman and to Council, but
he serves at the pleasure of the Council without even the
safeguards that are extended to the Clerks and Engineers
under the Municipal Act.

Given his formal position, it is not surprising that
Mr. Millward has failed to play an important, directing
role in the development of the Regional Municipality.
This is not to say he has played no role at all. He keeps
abreast of committee work, he consults with department
heads and serves as liaison between the Regional Chairman
and the department heads. However, much of his time has
been spent on routine tasks which could well have been done
by others. He has seldom taken the initiative in adminis-
trative matters and he has played little if any role in
budget-making. Because of his lack of authority, depart-
ment heads usually do not take their problems to him.
One quite symbolic indication of the status of the Executive
Assistant was provided by the recent annual report of the
Public Works Department. The glossy booklet provided an
organization chart of the municipality which omitted the
Executive Assistant entirely.

2. Department Heads' Committee

The fate of the Department Heads' Committee illustrates the
problems of the Executive Assistant and administrative
integration. As soon as the Regional Municipality was
underway in 1970, department heads began meeting reasonably
regularly under the chairmanship of the Executive Assistant.
These meetings had agenda and minutes were kept. The
committee had no official status and did not report to

Council, but there were many problems to discuss and the Executive Assistant's by-law could certainly be interpreted as sanctioning such meetings. Towards the end of 1971, however, some Regional Councillors who were apparently unaware of the committee's operations obtained copies of the minutes. They attacked the Executive Assistant for having these meetings and for considering questions which they felt were properly the domain of Council and its committees. (This attack occurred about the same time as the attack on the Committee of Chairmen and Vice-Chairmen.) Instead of using this opportunity to formalize a division of responsibility and to establish a reporting relationship with Council, the Department Heads Committee simply folded. Department heads continued to meet, of course, but less frequently and without agenda or minutes. The amount of coordination that could be expected under these conditions was minimal.

Recently, the Department Heads Committee, complete with agenda and minutes, has been revived. The committee has not really ventured into the area of coordinating depart- mental input on policy matters, but there are still a number of things to discuss. Part of the committee's problem at present is the absence of clearly defined procedures and the absence of any real mandate. Since department heads vary considerably in their importance and status within the Municipality, voting on questions strikes some as inappropriate. The Executive Assistant, however, is not really in a position to act as chairman with the authority to outline a course of action and see that it is followed. As a whole, the committee reports to no one, although the Executive Assistant keeps the Regional Chairman informed of developments.

3. Local Government Management Project

Within the last year or so, there has been a renewed interest in administrative coordination in Regional Niagara. One reason is the Local Government Management Project (LGMP). LGMP is a multi-year experiment organized by V. N. Macdonald and J. R. Nininger of the School of Business, Queen's University, and supported by the Ministry of Treasury, Economics and Intergovernmental Affairs. Regional Niagara, along with St. Catharines, London and Ottawa, are test cases which will hopefully provide guide- lines for other municipalities to follow. The idea behind

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3. See V. N. MacDonald and J. R. Nininger, Project Statement Overview: Local Government Management Project (Toronto: Ministry of Treasury, Economics and Intergovernmental Affairs, 1974), and subsequent publications.

LGMP is to improve the operation of local government through
the use of goals and objectives. In the context of over-
all municipal goals, various individuals and departments
are asked to articulate and review their own objectives
and to develop ways of monitoring and evaluating their
progress towards them. The emphasis is not on structural
change but on improving the operation of existing structures.
The whole process leads to a rethinking of purposes, rela-
tionships and activities, and the hope is that the end result
will be a more rational and integrated organization of
activity directed towards widely shared and clearly defined
goals.

Regional Niagara became formally involved in the LGMP in
mid 1974 and the project has been under way since early
1975. The original initiative for participation in the
LGMP came from the Director of Engineering and the project
leader in the Regional Municipality is W. R. Rippey, the
Administrative Manager of the Public Works Department.
(This gives some insight into the administrative dynamics
of the Regional Municipality!) Overall supervision is
provided by a Task Group composed of Department Heads and
four Regional Councillors (all four standing committees
are represented, though this is not by design). Those
involved with LGMP have already seen it generate a number
of changes and undoubtedly these will continue. When
people sit down to examine systematically their jobs and
their relations with others, certain beneficial results
are almost inevitable. That Regional Niagara is willing
to submit itself to this process of self-examination is
itself a good indicator of a desire to see better adminis-
trative integration. The question in the next year or so
(and one that comparison with St. Catharines, London and
Ottawa might well answer) is whether a lack of integrative
mechanisms and central administrative leadership will see
many of LGMP's potential benefits fail to materialize.

E. The Regional Chairman

No man has left a deeper mark on the character and style of
administration and politics in the Regional Municipality
than the Regional Chairman, John Campbell. Although he was
originally appointed by the Province, he has twice been
returned to his position by the Regional Council. As the
"chief executive officer" he has a vaguely defined but
general responsibility to provide the leadership in the

Regional Municipality. Given the current organization of
the municipality, responsibility for political and adminis-
trative coordination falls entirely on his shoulders. Apart
from the Council itself, he is the only common link among
committees and he is the only one with authority over
department heads.

Mr. Campbell (b. 1917) is very much a man of small-town and
rural background. His family has lived in the Peninsula
for generations, and he has engaged in dairy farming and
operated a canning factory. He became a member of the
Niagara-on-the-Lake Council in 1950 and later served as
deputy reeve and reeve. As a member of the Lincoln County
Council in the 1960's, Mr. Campbell was chairman of the
committee which attacked the recommendations of the Mayo
Commission Report. Mr. Campbell's committee instead pro-
posed a restructured Lincoln County, excluding St. Catharines
and the whole Welland County area. Despite his opposition
to the very concept of regional government, Mr. Campbell
was selected Regional Chairman. Perhaps his selection
helped to ease the fears of other opponents of regionalism.
Mr. Campbell was also from a small centre outside the main
intercity rivalries, he was known as a man of mild disposi-
tion and accommodating nature, and he had connections with
the Conservative Party. Whatever his earlier views,
Mr. Campbell has worked hard to make the Regional Munici-
pality a success. Over the years he has become a firm
supporter of the regional concept and there are many who
would give him a large share of the credit for getting the
Region to work as well as it has.

Mr. Campbell plays the major role in the accommodation of
political interests on Regional Council. He is not a leader
in the sense of one who identifies new needs and mobilizes
support. Rather he attempts to channel the input of others,
to arrange compromises, to smooth ruffled feathers and to
calm troubled waters. He has a dislike of open conflict
and disagreement, and he works to see that there is as
little apparent disharmony as possible. He acts as a
buffer between the mayors (representing the interests of
area municipalities) and the Regional Council. He sees
committee agendas and tries to attend as many meetings as
possible. In 1975, for example, he attended (at least in
part) 91% of the Finance meetings, 78% of the Planning
meetings, 65% of the Public Works meetings, and 61% of the
Social Service meetings. He prefers to "arrange" things
as much as possible before meetings, but he will speak at

committee meetings if necessary, and Regional Councillors will acknowledge that his interventions have affected committee decisions.

Despite his importance, it is fair to say that Mr. Campbell is not well known in the Region. This is largely because of his style. He is a quiet, very soft-spoken person who does not like to make speeches and does not enjoy the lime-light. He avoids making statements on public issues and he takes a certain pride in not getting into the newspapers very often. Mr. Campbell prefers to work behind the scenes at Regional headquarters and to leave the work of publicly representing the Municipality to others. In a large part this is probably a function of Mr. Campbell's personality, but it may also be in part a rational political calcula-tion. By leaving the job of representing Regional views in local areas to the mayors, and by allowing committee chairmen to get the publicity for Regional accomplishments, he gains their support. One Regional Councillor commented that Campbell's job is to get reelected and that means pleasing the Council, not the public.

Although there is no doubt that the Regional Chairman enjoys the general support and respect of his Council, agreement on his political style may not be as widespread as is some-times imagined. Table 3.7 presents the views of Regional Councillors on the role of the Regional Chairman. The data can be interpreted in two ways. On the one hand, there are obviously many Councillors who do not want the Regional Chairman to play an innovative leadership role and who think the Regional Chairman need not be well known among the public. This description of a Regional Chairman would certainly fit Mr. Campbell. On the other hand, a majority of the Councillors who returned the questionnaire favored an active leadership role and a majority also felt the Regional Chairman should be well known. Mayors were particularly likely to think the Regional Chairman should be well known, perhaps because they are more conscious of the advantages of general public recognition when attempting to play a leadership role. In any case, there is support for a Regional Chairman who is more active, more publicly oriented, than Mr. Campbell has been.

From an administrative point of view, Mr. Campbell's most important trait is his basic distrust of senior adminis-trators and strong administrative organization. Publicly and privately he says he is concerned that the balance of power is shifting to the executive and away from elected people, that this has already happened at Federal and

TABLE 3.7   COUNCILLORS' ATTITUDES TOWARDS THE ROLE OF
             THE REGIONAL CHAIRMAN

Question	Agreement	(N)
The Regional Chairman should take a regular and active part in committee deliberations.	79%	(19)
The Regional Chairman should provide leadership in the Regional Council by advocating new policies and programs and by trying to win support for them.	58%	(19)
It is not important for the Regional Chairman to be well known among the general public.	47%	(19)

Provincial levels, and that there is a need to resist this
tendency at the local level. He feels that the Regional
Council keeps its staff responsible, but this is not true
at higher levels of government. He is distrustful of the
distinction between policy and administration. He believes
policy changes at the whim of individuals, that it is made
and broken many times a day, that administrators use policy
when they want its support but otherwise ignore it. Elected
people can not therefore confine themselves to broad policy
questions, they must be involved in the details of adminis-
tration, and a good administrator is one who is practical,
who accepts and can work with this political side of his
job.

With his distrust of a strong administrative structure and
his belief in Councillors being directly involved in adminis-
trative matters, Mr. Campbell has taken little interest in
promoting administrative integration and coordination. He
meets with department heads mainly on an individual basis
and never as a group. He frequently uses his Executive
Assistant to approach department heads for information
because he feels this is more likely to elicit the true
picture. He will attempt to resolve interdepartmental dis-
agreements that are brought to him, but he favors compromises
rather than a clear resolution of the conflict. As a result,
department heads are reluctant to take their problems to
him. Mr. Campbell does not favor a CAO, but he has not
himself tried to fill the vacuum which exists on the adminis-
trative side.

F.   Is There Really a Need for Change?

Because practice is usually considerably more complex than
theory, the great difficulty in the study of a specific
organization like the Regional Municipality of Niagara is
to show that organizational changes are desirable. In
general, with typical individuals, an executive committee
and a strong administrative structure might be superior
to other forms of organization, but in any particular
situation, with its unique set of personalities, interests
and relationships, this might not be the case.

The defense of the existing organizational structure of the
Regional Municipality of Niagara usually involves this dis-
tinction between theory and practice. One of those responsible

for existing arrangements acknowledges that the Regional
organization is "jerry-built" and "largely run by the seat
of the pants." At the same time, he argues that it works,
that it makes the best of the materials at hand and that
it is the type of organization Councillors want. He recog-
nizes there are some problems and disadvantages in the
present structure, but on balance he feels it is better
than the more centralized alternatives.

The difficulty with this argument is that it is untested.
Other arrangements have not been tried, and usually they
have not even been seriously considered. For those enmeshed
in a situation, it is always easy to see the existing
arrangements as almost inevitable, and it is extremely
difficult to envisage alternatives. For this reason, the
opinions of direct participants, while in some ways tremen-
dously more informed than those of an outside observer,
must be recognized to have their own limitations.

1. Councillors' Views

Regional Councillors give fairly general approval to the
current organization of the Regional Municipality, though
this is less true of administrative organization than it
is of committee organization. As Table 3.8 shows, the
great majority of Councillors does not think the current
committee system results in a lack of coordination and it
does not favor a coordinating or executive committee.
However, some Councillors (though not a majority) do favor
the regular rotation of committee assignments.

On the administrative side, Table 3.8 shows the great
majority of Councillors do not think coordination is impaired
by department heads acting independently. However, a number
(not a majority) think there would be benefit in appointing
a chief administrative officer. This support for a CAO
comes from a number of municipalities besides St. Catharines,
and this suggests that opinions on the CAO question have
changed since the inception of the Regional Municipality.
Since many Councillors still do not fully understand the
idea of a CAO, it is possible that an indepth examination
of the question would now see a majority of Councillors
in favor of a CAO or a Regional Coordinator. Certainly,
there does not seem to be the distrust of administrative
coordination that used to exist. Regional Councillors are
almost unanimous in supporting the idea of frequent meetings
of department heads with reports to Council on general

TABLE 3.8   COUNCILLORS' ATTITUDES TOWARDS POLITICAL
              AND ADMINISTRATIVE INTEGRATION

Question	Agreement	(N)
Committee Integration		
The Standing committees of Regional Council tend to operate on their own and this results in a lack of coordination.	16%	(19)
In order to achieve better coordination of committee work, the Regional Council should have a Coordinating Committee or an Executive Policy Committee.	15%	(20)
Committee and Board assignments for Regional Councillors should be rotated on a regular basis.	44%	(18)
Administrative Integration		
Some Regional Department Heads operate too independently and overall administrative coordination suffers.	16%	(19)
The Regional Municipality could benefit by appointing a Chief Administrative Officer or Coordinator of Regional Services.	40%	(20)
Department Heads should meet frequently to discuss coordination and to make reports to Council on matters of a general nature.	95%	(20)

matters. Department heads already meet, but they do not
report to Council. In this regard, then, Regional Coun-
cillors are quite prepared to go beyond the existing
organizational arrangements.

2. Other Evidence

An outsider looking at the Regional Municipality is con-
siderably less likely than an insider to be satisfied
with what he sees. First, there are obvious examples of
a lack of integration, a failure of committees and depart-
ments to coordinate activities and to cooperate in the
pursuit of Regional Municipal objectives. Second, there
is the failure even to consider basic changes in organi-
zation. This is surprising in light of the speed and ad
hoc nature with which original organizational decisions
were made. The conditions that surrounded the creation
of the Regional Municipality, especially the distrust and
suspicion of people who did not know one another, have
changed in many ways. Since these conditions so strongly
shaped the original decisions on organization, one would
have expected these decisions to be thoroughly reviewed
as time passed. This has not happened.

An excellent example of the Regional Municipality's failure
to address organizational questions can be seen in the
handling of a report entitled "Organizational Review:
Region of Niagara." This report was prepared by the manage-
ment consulting firm of Stevenson & Kellogg, Ltd., and was
submitted to Chairman Campbell in January 1975. Among
other things the Stevenson-Kellogg report recommends a
reorganization of the Public Works Department, more staff
for the Planning Department, and the appointment of a
Public Information Officer. At the top management level,
the main recommendation is to strengthen the Chairman's
administrative office and the position of Executive Assis-
tant by first establishing a Staff Administrative Committee
of department heads and then moving to the appointment of
a Regional Coordinator in early 1976. The report is rather
vague on the details of this transformation and the dis-
cussion of the position of Regional Coordinator is overly
general. However, the intent of the report is clear enough:
the Regional Coordinator should have more authority than
the Executive Assistant now has and he should be selected
after a new and thorough search.

Thus far, the Stevenson-Kellogg recommendations have had no
general impact. The recommendations concerning Works and

Planning have generally been adopted, but the question of
a Regional Coordinator and more administrative integration
has not even been raised. The reason is that the report
itself has been treated in a very confidential manner.
It has not been seen, let alone discussed, by Regional
Council. It has not been discussed collectively by
department heads. In fact, department heads were not
even provided with a copy of the report; they were only
told of the report and invited to look at it individually
if they wished. This treatment of the report is a good
example of how the Region has avoided confronting problems
of administrative integration.

The refusal to address basic organizational questions is,
of course, dependent on the general level of satisfaction
with existing arrangements shown by most Councillors. In
addition, some of the most influential Councillors keep
organizational questions off the agenda because they have
no desire to see changes which might remove some of the
influence they enjoy by virtue of the existing arrange-
ments. The same is true of department heads. Many
recognize there are inadequacies with the current organi-
zation, but they are apprehensive about changes which
might curtail their current style of operation and level
of influence. Over the years, Councillors and department
heads have become comfortable with the organizational
framework in which they work, and it is perhaps to be
expected that they will not be eager to view it critically.

Outsiders can find cause for concern in the performance
of the Regional Municipality. The Municipality's appear-
ance before the Niagara Region Study Review Commission
on June 22, 1976 provides an excellent example of some
of the consequences that flow from the existing organiza-
tion of the Municipality. In their appearances before the
Review Commission, each of the area municipalities had a
single brief which was presented by the mayor and Council.
The Regional Municipality, by contrast, had separate briefs
from three of its standing committees, with the presenta-
tions made by the committee chairmen. These briefs were
prepared differently and only presented a committee point
of view on some specific areas of concern. General questions
were not addressed, nor was a Regional Municipal view
presented. The Regional Chairman did provide some casual
introductory remarks, but they did not fill the gap. Only
after the disorganized and inadequate nature of the Regional
Municipal submissions became the subject for public comment
did the Regional Chairman on his own draft a statement which

defended the Regional Municipality. However, this state-
ment was only a partial response to the criticism directed
at the Region and it did not present the position of the
Regional Council.

Since the presentation of the Regional committee briefs,
some people have defended the Regional Municipality's
behavior by saying that this was how Council wanted to
deal with the matter. This seems a weak excuse, especially
since Regional Council never really considered the question
of whether a brief should be prepared or not. Each
committee began to handle the matter in its own way, and
no one thought to coordinate the activities or to ask
others to coordinate. If there had been an Executive
Committee, a CAO, or even a Department Heads Committee
reporting to the Council, it is very likely that co-
operation would have occurred and Council would have had
the opportunity to develop a general and comprehensive
position.

It seems the presentation of multiple committee briefs is
only symptomatic of the lack of coherence in the operations
of the Regional Municipality. Many other examples could be
found. Information and publicity is an obvious one. There
is little or no literature on the Regional Municipality as
a whole. Rather, committees and departments (some at least)
produce their own annual reports and brochures without even
following a common format. At exhibitions, different depart-
ments will set up their own displays, with little thought
of emphasizing the Regional Municipality as a whole. And
all this lack of coordination and cooperation occurs despite
the fact that many Councillors recognize that one of the
principal shortcomings of the Region is a lack of public
awareness of Regional activities and the failure of the
Region to achieve a public identity.

Another example of the lack of integration and coordination
of Regional Municipal activity involves Public Works. From
the outset the Public Works Committee has been strong, and
it has tended to be isolated from other committees, particu-
larly Finance and Planning. Meanwhile, the Public Works De-
partment has been under the direction of Conrad H. Eidt. Mr.
Eidt is an exceptionally capable and dynamic man, but he has
not always been able to work smoothly with senior colleagues
in other departments. Mr. Eidt knows what he wants for public
works, and his style is to go ahead and get it, even if this
means infringing on others' territory. From a Regional Muni-
cipal perspective, the problem should have been how to channel
the input of Public Works in ways in which it would benefit the
whole municipality. According to some observers this problem

has not been faced, and the main reason is that no one is specifically responsible for it. Consequently, regional planning may have suffered as a result of the dominance of Public Works and its engineering-oriented decisions. One indication of the problem is that public works officials talk about development proposals in terms of Public Works policies, not Regional Municipal policies. A member of the Planning Committee (a mayor) said bluntly, "I resent having Public Works do the planning."

Some difficulties and inequities may also be created at the Departmental level in the Regional Municipality because of the lack of common operating procedures and policies. For example, the Regional Municipality does not have common policies to handle such mundane personnel matters as business expenses, in-service training and casual leave. Department Heads also operate differently with regard to such matters as hiring and discretionary spending, because there are no clear overall guidelines and no centralized administrative control. For an enterprise the size of the Regional Municipality, this absence of common operating policies is difficult to understand. It certainly permits the advantages of flexibility, but too much flexibility and interdepartmental variation causes unnecessary friction and impairs morale. It also reduces the general level of control which Council exercises over its employees.

G.   Concluding Observations

This chapter has generally presented a case which suggests that the question of organization in the Regional Municipality should be reopened and that there should be a move towards more formalized mechanisms of political and administrative integration. There is no need here to sketch in detail the possible changes the Regional Council could make. They range from minor modifications of the existing system (rotation on committees, formal status and procedures for the Department Heads Committee) to the more basic changes that have been recommended in the past (a CAO, an executive committee).

If any changes are to take place, they will have to come because Regional Councillors see a need for them. As yet there is little perception of the need for change, and there is not likely to be until Councillors begin to reflect on organizational matters and visit and observe other municipalities. At present the Regional Municipality has an experienced Council and a senior staff which is generally of very high quality. The question is whether the talents of these people are being harnessed and directed in a way that brings the maximum return to the Regional Municipality and to the Region as a whole.

Ideally, decisions on the organization of the Regional
Municipality should take into account more than just
internal management. The Regional Municipality is the focal
point of the regional system of local government, and it
must consider the consequences of its organization for other
municipalities. For example, the systemic consequences
would provide another reason why it would make good sense
for the Regional Municipality to adopt a CAO form of or-
ganization. As the next chapter will detail, half the area
municipalities (including St. Catharines and Niagara Falls)
have already adopted a CAO form of organization. One problem
of these area municipalities is that their CAOs have no
equivalent in the Regional Municipality. As the CAOs from
area municipalities acknowledge (see chapter 5, below), this
impedes effective communications between the two tiers of
government and reduces overall efficiency. In this context,
it is interesting to note a recent advertisement for a CAO
for the Regional Municipality of Durham. Along with the
usual statement of duties, the advertisement specifically
mentions that a responsibility would be "to maintain effective
relations with other governments, especially with the local
municipalities within the Region."[4] Perhaps it is time the
Regional Municipality of Niagara began thinking in such terms.

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4. The Globe and Mail, September 8, 1976.

CHAPTER 4

THE ORGANIZATION OF THE AREA MUNICIPALITIES

The twelve, lower-tier, area municipalities created by the Regional Municipality of Niagara Act are essential components of the regional government system in Niagara. They provide many local services either directly or in conjunction with the Regional Municipality, and they continue to be the focus of local political interest for most residents of the Region. Collectively the twelve area municipalities have 118 councillors, about fourteen hundred full-time employees and numerous citizens appointed to local boards and commissions. The area municipalities are by no means organizations of equal magnitude and sophistication. They range in size from the City of St. Catharines with a budget of about $16,000,000 and more than four hundred employees to the Township of Wainfleet with a budget of less than $600,000 and only fifteen employees.

In examining the organization of the Region's area munici-palities, this chapter stresses the variation among munici-palities and the changes that have resulted since 1970. When the RMN Act reduced the number of area municipalities from twenty-six to twelve, it provided considerable impetus for changes in internal organization. Employees from different municipalities had to be integrated into expanded departments, and councillors from different areas and with different backgrounds had to learn to work together. Both municipal councillors and employees had to adjust to reduced responsibilities and to working in conjunction with the Regional Municipality. In general, the changes that have resulted have tended to make municipalities more similar in organization and to bring them in line with some of the newer ideas on how best to structure the decision-making prccess in municipal government. At the same time, however, the area municipalities still differ considerably, and there are many examples of rather questionable management practices.

An organization chart for each of the area municipalities can be found in Appendix 1.

A. The Area Municipalities

1. Size and Status

Under the Regional Municipality of Niagara Act, four cities,
five towns, three villages and fourteen townships were
reorganized into twelve area municipalities. With twelve
lower-tier units, the Niagara Region still has more area
municipalities than any other Region in Ontario, but this
is largely explained by the size of the Niagara area and
the multi-centered nature of its settlement pattern. In
the reorganization, only the Township of Wainfleet remained
unchanged, while the Cities of St. Catharines and Welland
have expanded only moderately. In all other cases the
enlarged municipalities result from the amalgamation of
previously independent municipalities. West Lincoln,
Niagara Falls and Fort Erie are the largest of the newly
created municipalities and each results from the amalga-
mation of three, previously independent municipalities.

One reason for the amalgamations of area municipalities
was to supplement the impact of the Regional Municipality
and to provide a further bridging of the urban-rural
distinction. Prior to regional reorganization the tendency
was to separate urban and rural areas and provide them
with their own municipal organization. Now all the twelve
municipalities contain extensive rural areas. This does
not mean that there are no longer differences in services
between urban and rural areas within area municipalities.
For services like sewer and water, the area municipalities
have adopted urban service areas, so that areas which do
not receive some services do not pay taxes for them. In
general, however, the inclusion of rural areas with adjoin-
ing urban areas has meant that rural residents now have
access to and pay taxes for such things as library facilities
and recreation programs in nearby urban centres. It also
means that local councillors from rural areas must now
consider the problems of urban areas and councillors from
urban areas must become more familiar with rural problems.
Although this linking of urban and rural in the area
municipalities is often overlooked in the emphasis on the
Regional level of government, it is an important innovation
and an essential part of Provincial policy.

Another reason for the amalgamations of area municipalities
was to produce stronger units of government by reducing
inequalities in assessment and ensuring that local munici-
palities had enough resources to hire qualified staff and

carry out essential programs. In 1967, the Ontario Commission on Taxation estimated that a viable unit of local government would need to have a population base of 8 - 10,000, and the Province accepted this criterion in its amalgamation program for area municipalities. [1] As the figures in Table 4.1 show, all the area municipalities but one meet this standard. The exception is Wainfleet, the only municipality which is entirely rural and has no municipal sewer or water services. In terms of population, Wainfleet is one of the smallest area municipalities in any of the regional government systems of Southern Ontario. Since Wainfleet did not undergo any boundary changes with the introduction of Regional Niagara, it could provide an interesting case for examining the viability of smaller, rural municipalities within a regional system.

One side-light of the reorganization of area municipalities is their designation as cities, towns and townships. The Mayo Commission had suggested that all area municipalities except cities be called boroughs. This was not done and the older designations were maintained in the interests of historical continuity. Cities, towns and townships usually differ in terms of their size and urban characteristics, but there is no precise gradation. In practice, the distinctions have little importance. Recently the Town of Thorold had a private bill passed in the Provincial Legislature raising its status to that of a City. The sole reason for doing this was symbolic. Thorold wanted to claim parity with St. Catharines and Niagara Falls and hopefully thereby to avoid annexation by its larger neighbours.

2. Powers and Responsibilities

The Regional Municipality of Niagara Act only sets out the powers and responsibilities of the Regional Municipality, and the implication is that area municipalities are left with all other municipal powers. This means that area municipalities still have a broad range of responsibilities. As Table 4.2 suggests, some of these involve cooperation with or supervision by the Regional Municipality. Others

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1. Honourable W. Darcy McKeough, "Statement to the Legislature of Ontario," December 2, 1968, in Ontario, Design for Development: Phase Two (Toronto, 1968).

TABLE 4.1   AREA MUNICIPALITIES IN REGIONAL NIAGARA

	Status	Population 1975	Growth (%) 1970-1975	Area Sq. Miles
St. Catharines	City	120,396	14.1	38.6
Niagara Falls	City	67,892	5.6	82.8
Welland	City	44,972	- 0.1	34.3
Fort Erie	Town	23,072	2.4	68.3
Port Colborne	City	20,340	- 4.3	49.8
Grimsby	Town	15,555	2.0	25.1
Thorold	City	14,694	- 4.1	35.0
Lincoln	Town	14,252	1.0	63.7
Niagara-on-the- Lake	Town	12,383	- 0.6	48.7
Pelham	Town	9,534	- 0.2	44.1
West Lincoln	Township	9,339	13.4	145.0
Wainfleet	Township	5,933	11.0	83.0

TABLE 4.2   SOME POWERS AND RESPONSIBILITIES OF AREA
             MUNICIPALITIES

Powers Requiring Co-operation with the Regional Municipality	Powers of Concern Primarily to Area Municipalities
Local roads	Property standards and building regulations.
Water distribution	Industrial promotion
Sewage collection	Sidewalks
Traffic control	Street lighting
Planning	Garbage collection and disposal
Zoning	Animal control
	Business licenses and permits
	Fire protection
	Tax collection
	Parks
	Recreation
	Libraries (via Library Boards)
	Cemeteries
	Public Transportation
	Hydro distribution

are a concern primarily of the area municipalities, subject
of course to the usual Provincial standards and regulations.

Not all responsibilities will be undertaken by all munici-
palities. Only the three largest cities provide public
transportation, and Wainfleet provides no water or sewer
services. In general, though, the main areas of activity
for municipalities are:

- land use planning, zoning and building regulation;

- services to property, such as sidewalks, sewer, water;

- parks and recreation;

- internal administration, including tax collection on
  behalf of the Regional Municipality and school boards;

- fire protection;

- libraries;

- control of animals, businesses, nuisances, etc.

In the actual delivery of services to Regional residents,
the local municipalities play a paramount role. But in
the planning and public works areas, local municipalities
are dependent on the Regional Municipality when it comes
to change and development.

An important aspect of the existing division of responsi-
bilities between the Regional and area municipalities is
that all area municipalities are treated equally, irrespec-
tive of their capacity to do things themselves. This is,
of course, essential if there is to be Regional uniformity,
but it is still a cause of friction with the larger munici-
palities, especially St. Catharines and Niagara Falls.
There are several reasons for this friction apart from the
fact that these cities would benefit from doing things them-
selves in certain instances. One is that the cities were
not a part of the old county system. Therefore, they have
lost the most power to the Regional Municipality and they
have had to adjust to the new experience of working with
another level of government. Another reason is that the
cities often have staff as well qualified and as ambitious
as that in the Regional Municipality. The staff in many of
the smaller municipalities have neither the time nor the
resources nor the professional prestige to do battle with

Regional planning and public works staff. The City staffs
are in a very different position and professional jealousies
and ambitions are bound to result in a certain amount of
Regional-area friction. As noted earlier (p. 20), however,
this is by no means always bad.

To some extent the obvious differences in the capacities of
area municipalities have been accommodated in operational
procedures. For example, St. Catharines, Niagara Falls,
Welland and Port Colborne maintain regional roads within
their urban boundaries under contract with the Regional
municipality. (This practice solves one problem, but it
serves to confuse the roads picture even more.) In other
cases the larger area municipalities maintain a greater
degree of control over their own affairs by virtue of
their capacity. For example, both St. Catharines and
Niagara Falls undertake their own traffic studies, and
their proposals to the Regional Municipality are generally
accepted without much question because they are backed by
competent professional studies. Other municipalities have
no traffic expertise of their own and the Regional staff
therefore does the studies itself. Much the same thing
happens in the planning field. There is an interesting
trade-off in this process. The larger municipalities
maintain more direct control, but the smaller municipalities
save money by making greater use of Regional services.

3. Budgets and By-laws

One way to indicate the tremendous differences among the
area municipalities is to compare their budgets and the
number of by-laws they pass. Both budgets and by-laws can
be taken as indicators of the magnitude of the task being
performed by the municipalities. Unfortunately, they
cannot tell us whether municipalities are performing
effectively or not.

Budgets are a good indicator of municipal activity, and the
management and oversight of expenditures is an important
responsibility of councils. As Table 4.3 indicates, total
municipal expenditures generally vary in proportion to the
population. On a per capita basis, a somewhat different
pattern emerges. The less populous, rural municipalities
spend at a lower rate than do the larger, urban municipalities,
but St. Catharines also spends at a relatively low rate.

By-laws are another indicator of municipal activity. This
study also investigated other measures of municipal activity,

TABLE 4.3   BUDGETS AND BY-LAWS OF AREA MUNICIPALITIES

| Municipality | 1974 Expenditures | | By-Laws 1975 | |
	Total (000's)	Per Thousand Population	Total	Per Thousand Population
St. Catharines	$14,628	$125	453	3.76
Niagara Falls	12,734	191	271	3.99
Welland	6,745	151	185	4.11
Fort Erie	3,679	160	108	4.68
Port Colborne	3,681	179	72	3.56
Grimsby	2,020	128	107	6.88
Thorold	2,477	167	107	7.28
Lincoln	1,721	122	78	5.47
Niagara-on-the-Lake	1,425	116	92	7.43
Pelham	1,058	108	58	5.90
West Lincoln	949	104	29	3.11
Wainfleet	501	88	23	3.88

but the problems in using them were overwhelming. Although
each municipality provides agenda and minutes for all council
meetings, the diversity in styles, reflecting diversity in
procedures, means that the number of agenda items, pieces
of correspondence or resolutions does not provide an accurate
indication of municipal activity. For example, the procedure
in Welland is to refer correspondence to committees through
the use of council resolutions. The procedure in Port
Colborne is to refer correspondence to committees without
a motion or resolution of council for each item. As a
consequence, the total number of resolutions varies con-
siderably, and this variation does not reflect accurately
the output of the two councils. Even using by-laws as an
indicator of municipal activity presents some problems.
Although The Municipal Act establishes what a council must
pass by by-law, including decisions on such matters as
debentures, appointing officers, inter-municipal agreements,
contracts, and zoning and building controls, it is often
the discretion of the clerk or council which determines
whether by-laws will be used. In general, however, the
number of by-laws passed reflects the number of important
decisions made by a council.

If the number of by-laws passed by area municipalities in
1975 is considered, the pattern is much as we would expect.
As Table 4.3 shows, St. Catharines passed the most and
Wainfleet the least. There are some exceptions, but the
more populous the municipality, the more by-laws require
council consideration. On a standardized basis, by-laws
per thousand population, the middle-sized municipalities
are comparatively more active than either the largest or
the smallest. There is no obvious explanation for this
pattern and not too much importance should be attached to
it.

B.   Municipal Councils

1.   General Organizational Patterns

Every area municipality has a mayor and a council, but every
council has its own unique approach to the management of
municipal affairs. The different approaches reflect different
histories, different personalities and different philosophies

of political organization. There is still much fascinating research to be done on the variations among municipalities in the Region. Niagara Falls and Welland are examples. The two are neighbours geographically, but worlds apart in organizational matters. Niagara Falls was one of the first cities in Canada to adopt a city manager form of organization and its new city hall radiates an atmosphere of professional, bureaucratic precision. Welland still adheres to a committee type of organization where councillors are wary of bureaucratic domination and where the noise and chaos of city hall makes one marvel that things get done at all.

There are three general organizational frameworks being used in the Region. (See Figure 4.1) The most popular is the traditional committee system which is used in Welland, Fort Erie, Lincoln, Pelham and West Lincoln. Standing committees of council supervise department heads and departmental work and consider matters which must come to council for decision. Committee chairmen usually exercise considerable influence in this system and there is no one administrative official who is in control of the administration.

A very different type of framework -- the chief administrative officer (CAO) plan -- is in use in St. Catharines (since 1957), Niagara Falls (since 1923) and Niagara-on-the-Lake (since 1974). There is no regular system of standing committees. Instead the council appoints a CAO who is responsible for preparing the budget, supervising all departments and suggesting policies to council. This framework, which originated in the United States in about 1912 as the city manager plan, makes the organization of a municipality similar to that of a business corporation.

A third framework which combines the committee system and the CAO is used in Port Colborne, Grimsby and Thorold. In these municipalities the appointment of a CAO has come since the introduction of Regional Niagara. The CAO has the usual powers of a CAO but he is expected to exercise them in conjunction with committee chairmen and the committees. This system may simply be a transitional step to the normal CAO framework. In the changeover, councillors often like to keep some of their traditional prerogatives. These plans in Port Colborne, Grimsby and Thorold are also transitional in the sense that the CAO doubles as Clerk or Treasurer of the municipality and therefore does not devote all his time to general management.

FIGURE 4.1   SKETCH OF BASIC ORGANIZATIONAL FRAMEWORKS
              USED BY AREA MUNICIPALITIES

Standing Committee System

```
                    Committee —— Department Head
Council <——— Committee —— Department Head
                    Committee —— Department Head
```

Chief Administrative Officer System

```
                              Department Head
Council ——— CAO <——— Department Head
                              Department Head
```
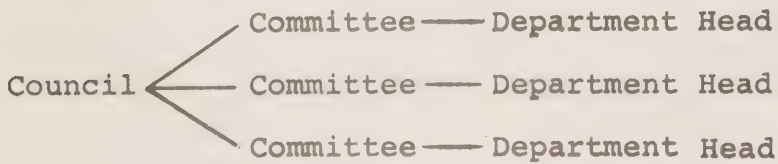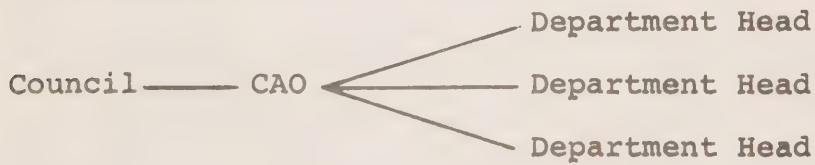
Combination Standing Committee - CAO System

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                    Committee ——— Department Head
Council <——— CAO <——— Department Head
                    Committee ——— Department Head
```
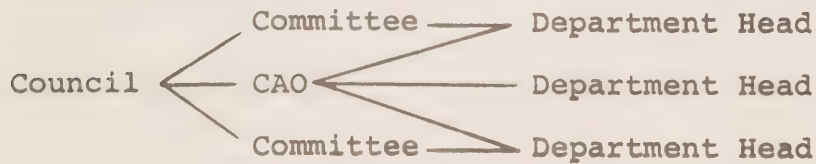
The only municipality which does not fit into one of the three general frameworks is Wainfleet. With a mayor and four aldermen, it has the smallest council in the Region and does not really need committees at all. In fact, the council strikes four different committees, and each is composed of all members of council. The primary reason for committees seems to be financial. Wainfleet is the only municipality in the Region which still pays its councillors on a meeting basis. At $30.00 per meeting, it makes sense to have a number of committees. Wainfleet councillors will often meet in different committee guises in the same night and collect $30.00 for each meeting. For practical purposes, Wainfleet can be said to operate without committees, except that department heads (there are only four) report separately and there is no overall administrative integration. For fifteen employees, this is probably not a significant problem.

2. Council Workloads

Some of the variation among municipal operations can be seen in an examination of the number of hours each munici-pal council devotes to regular meetings. The prime duties and responsibilities of municipalities are performed within council and standing committee meetings. It might be ex-pected that the smaller municipalities would require less time to transact public business than the cities. It might also be expected that municipalities employing a chief administrative officer would require fewer hours of meetings. To determine the situation, an examination was made of the total hours which were devoted to council and standing committee meetings in 1975.

By way of explanation, it should be noted that these figures do not provide data on all the formal deliberations of members of council. Meetings of ad hoc special committees, advisory committees, sub-committees, boards and commissions are not included. Neither are the endless number of other hours involved in such tasks as travelling, preparing for meetings, meeting constituents, contacting municipal staff, etc. It should also be noted that the total number of council and committee hours were determined on the basis of the estimates of municipal clerks as to the time involved in regular and special meetings. The totals for Wainfleet and Welland are truly approximate numbers since committee minutes were not kept for any of the committee meetings in Wainfleet or for the Planning Committee in Welland. As a

consequence, the exact number of meetings for 1975 could
not be determined.

The number of hours spent in formal council and committee
meetings for 1975 is listed in Table 4.4. Most councils
meet fortnightly, with the exception of Niagara Falls
which meets weekly. Appropriately, Niagara Falls devotes
the most hours to council meetings.

In general, the smaller the municipality, the less time is
spent in council meetings, but this does not hold for the
smallest municipalities. When committee meetings are taken
into account, the pattern changes considerably. Grimsby
has many more hours of standing committee meetings than
other municipalities. The large number of hours of stand-
ing committee meetings must put a significant burden on the
mayor and on the press reporters who cover municipal affairs.
Thorold, a municipality of comparable size, manages with
less than a third the number of committee hours. There is
no readily apparent explanation for the variation.

Since the committee meetings involve less than the total
council, it is also of interest to look at the number of
hours the average alderman spends in both council and
committee meetings. As Table 4.4 shows, the hours borne
by aldermen are not equal. The low figures -- only about
two hours per week -- are in Fort Erie and Thorold. At
the other end of the scale are such diverse municipalities
as St. Catharines, Wainfleet and Lincoln -- all municipali-
ties which spend much of their committee time in meeting as
a whole council.

The overall picture with regard to the hours spent in formal
meetings is one of diversity. This diversity follows no
clear-cut pattern based on population or municipal organiza-
tion. A more complete understanding of local diversity
would require a discussion of personalities, local traditions,
contentious issues and other factors. Perhaps the most
interesting general point is a simple one. No matter how
much municipal business there is, councillors find a way
to spend a fair amount of time discussing it. Conversely,
larger municipalities manage to pass more by-laws and
spend more money without devoting more time to public
business than smaller municipalities. Whether this indicates
that smaller municipalities really provide more democratic
participation and control, or that larger municipalities
are more efficient, it is difficult to say.

TABLE 4.4   ESTIMATED HOURS INVOLVED IN COUNCIL AND
STANDING COMMITTEE MEETINGS IN AREA
MUNICIPALITIES, 1975

	Council	Council Committees[a]	Standing Committees[b]	Total	Average Hours per Alderman
St. Catharines	140	165	48	353	320
Niagara Falls	144	-	105	249	188
Welland	86	-	291	377	231
Fort Erie	58	-	174	232	104
Port Colborne	56	-	208	264	160
Grimsby	66	-	402	468	252
Thorold	59	-	128	187	110
Lincoln	65	118	183	366	275
Niagara-on-the-Lake	35	172	-	207	207
Pelham	85	-	213	298	227
West Lincoln	100	46	207	353	249
Wainfleet	106	176	-	282	282

a. Includes committees to which all members of council belong.

b. Includes committees composed of only a portion of the
council membership.

3. The Mayor

In law the mayor is the chief executive officer of the
municipality, but he has little statutory authority to
support his position. The Municipal Act of Ontario defines
the responsibilities of the mayor as follows:

> It is the duty of the head of the council,
>
> (a) to be vigilant and active in causing the laws
>   for the government of the municipality to be
>   duly executed and obeyed:
>
> (b) to oversee the conduct of all subordinate officers
>   in the government of it and, as far as practicable,
>   cause all negligence, carelessness and violation
>   of duty to be prosecuted and punished; and
>
> (c) to communicate to the council from time to time
>   such information and recommend to it such measures
>   as may tend to the improvement of the finances,
>   health, security, cleanliness, comfort and orna-
>   ment of the municipality. R.S.O. 1970, c.284, s.210.

The local mayor has the most demanding position among the
elected officials. It is the mayor's responsibility to
preside over council meetings. The mayor is ex-officio
member of all standing committees and some local boards and
commissions. The latter generally include the local hydro
commission and public library board. The mayor also
represents the municipality on the Regional Council.

The responsibilities of the mayor extend beyond his formal
duties. As a member of all standing committees, he is
responsible for integrating the work of the committees.
As the mayor of the municipality, elected at large, he
represents all the people of the area. This is especially
important when he speaks for the municipality in business
involving other governments, municipal, provincial or
federal. In the regional setting, the mayors of the three
least populated municipalities act as the sole representative
of the municipality to the Regional Council.

The job of mayor in the area municipalities is a time-
consuming one. The number of hours in council and com-
mittee meetings is not very large. This ranges from an
average of three per week in Niagara Falls to nine in
Grimsby, with the median being about six. The more informal
demands on a mayor's time are much greater: meetings, visits,
and phone calls with citizens, aldermen, municipal employees
and Provincial officials. Because of the irregular nature of

the demands, some mayors find it difficult to estimate the time they do spend in civic duties. For example, in answer to a question on his workload, a mayor of one of the larger municipalities replied:

> An estimate of my time is difficult ... For example, last month I spent eighteen evenings in a row on civic duties, and then I took a night off, and the phone rang twelve times at home.

Another mayor, a man who continued to practice his profession while mayor, indicated that he had no spare time and often the grass didn't get cut. "Luckily, I don't require much sleep," he added. Another mayor, a retired person, described how he spent nearly all his time in civic duties and then said, "If you haven't got the time, don't run for office." In general, mayors seem to be retired or to spend very little time in their normal occupation. Most spend an average of between thirty and forty hours per week on area municipal affairs (for seven mayors the median was thirty-five) and another ten or so hours on Regional affairs. The size of the municipality seems to have little effect on the time devoted to being mayor.

Considering the demands upon them and the time they devote to the job, most mayors are not very well paid by the area municipalities. As Table 4.5 shows, only in St. Catharines and Niagara Falls does the municipal salary of mayors approach what could be expected for a regular job. The addition of the $5,000 Regional salary makes quite a difference to the total salary of most mayors, but still does not bring it up to a level where many people could contemplate giving up regular employment without suffering some financial hardship. The relationship between the local and Regional salaries is an interesting one. Except for the largest municipalities, area municipalities pay their mayors little more than the Region does, despite the fact that mayors report spending much more time on area affairs than on Regional affairs. Insofar as the Regional salary helps to make the office of mayor an attractive one, it would appear that the Regional Municipality is subsidizing the smaller area municipalities.

TABLE 4.5 . MAYORS AND THEIR SALARIES, 1975

Municipality	Municipal Salary	Hydro-Other Salary[a]	Regional Salary	Total Salary	Municipal Salary per capita[b]
St. Catharines	$18,000	$1,000	$5,000	$24,000	$ .15
Niagara Falls	15,000	3,120	5,000	23,120	.24
Welland	9,000	900	5,000	14,900	.20
Fort Erie	7,500	..	5,000	12,500	.33
Port Colborne	7,980	800	5,000	13,780	.39
Grimsby	7,200	750	5,000	12,950	.46
Thorold	5,000	500	5,000	10,500	.34
Lincoln	6,000	360	5,000	11,360	.42
Niagara-on-the-Lake	5,000	..	5,000	10,000	.40
Pelham	5,000	..	5,000	10,000	.51
West Lincoln	5,000	180	5,000	10,180	.54
Wainfleet	3,600 (est.)	..	5,000	8,600	.61

a. Apart from the Hydro Commission, there is only one case of a mayor receiving extra money for additional local responsibilities: the Mayor of Niagara Falls receives $1200 per year as a member of the City's Transit Commission.

b. Municipal Salary per capita refers only to a mayor's local municipal salary (column one in the table), and does not include salaries received from other local bodies or the Region.

4. Aldermen and Councils

In addition to the mayors, area municipalities elect 106
aldermen. Together with the mayor, the aldermen of a muni-
cipality constitute the council and collectively they are
responsible for the policies and conduct of the municipality.
As an individual, the alderman has no defined role at all.
He is generally responsible for representing his constitu-
ents and he normally acts as a liaison between the public
and the municipal bureaucracy. The job can be time-consuming.
Information was not collected on how much time aldermen
devote to their job, but a recent survey of Fort Erie by
Ljungar sheds some light on the matter.[2] Fort Erie alder-
men estimated their workload at between ten and thirty hours
per week, with the average about twenty. Most of this was
spent at formal and informal meetings. These figures are
probably exaggerated somewhat (the data were collected at
budget time when demands on time are greatest), but they do
indicate something that is probably true for other munici-
palities as well: being an alderman means devoting a con-
siderable amount of your time to civic duties.

The method of electing aldermen is one of the perennial
issues of local politics and this has certainly been true
in some of the area municipalities since 1970. As Table 4.6
indicates, half the area municipalities use the standard
ward system in which two aldermen are elected in each of a
number of wards. Four others elect all their aldermen at-
large by general vote, although Grimsby has decided to
switch to a ward system in December 1976. The at-large
election was the usual method in smaller municipalities
before 1970, but there have been complaints in some munici-
palities (notably Thorold and Niagara-on-the-Lake) that the
system in the enlarged municipalities works to the dis-
advantage of the rural and old township areas. Of course,
rural areas can be disadvantaged even in a ward system.
Some of the people in the Louth Township area which was
added to St. Catharines claim that the St. Catharines ward
boundaries divide their area and deprive them of proper
representation. Niagara Falls and Fort Erie combine the
two systems of elections. Niagara Falls used an at-large
system prior to 1970 and it continues to elect eight alder-

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2. K. R. Ljungar "A Study of the Municipal Council of
    Fort Erie," unpublished term paper submitted in
    Politics 350, Brock University, 1976.

TABLE 4.6   COMPOSITION AND SALARIES OF AREA MUNICIPAL
              COUNCILS, 1975

Municipality	Aldermen			Population per Councillor	Council Cost per Capita [a]
	Number	Election	Salary		
St. Catharines	12	Ward	$4,000	9,261	$0.56
Niagara Falls	12	Combination	4,500	5,222	1.03
Welland	12	Ward	4,000	3,459	1.27
Fort Erie	12	Combination	3,600	1,775	2.20
Port Colborne	8	Ward	4,180	2,260	2.04
Grimsby	8	At-large [b]	4,800	1,728	2.93
Thorold	10	At-large	3,000	1,336	2.38
Lincoln	8	Ward	3,000	1,584	2.10
Niagara-on-the-Lake	8	At-large	3,500	1,376	2.66
Pelham	6	Ward	3,000	1,362	2.34
West Lincoln	6	Ward	3,000	1,334	2.46
Wainfleet	4	At-large	3,600	1,187	3.03

a. Council cost includes salaries of mayor and aldermen.

b. Grimsby is switching to a ward system for the December
    1976 elections.

men from a single ward encompassing the old city. Three other wards are provided to ensure that representatives are elected from the small municipalities added to the city in 1970. Fort Erie also uses wards of different sizes to reflect the old municipal boundaries, and it also elects one alderman at-large from the entire municipality.

Another issue is the size of councils. As Table 4.6 indicates, council size varies between five and thirteen (when the mayor is included) and is related to the population of the municipality. The Thorold council is slightly larger than one might expect on the basis of other municipalities of similar size, but the difference is not great. In 1970 the RMN Act set the size of the Welland council at fifteen, the largest in the Region, but Welland council reduced its size by two in 1972 by redrawing ward boundaries and eliminating the special provisions which were made for the rural areas which were added to the city in 1970.

Although council sizes are already small, a number of people in the Region think they could be still smaller. Some see smaller councils as a way of saving taxes by saving on aldermanic salaries; aldermen themselves may see smaller councils as a way to increase salaries without increasing the tax burden. For example, of twelve aldermen in Fort Erie interviewed by Ljunger in the study cited above, half felt they were underpaid. In also suggesting that twelve aldermen were too many and that the number should be reduced to six, some of these aldermen saw a reduction as a way to increase salaries. No alderman who felt the present salary was adequate suggested that the council should be reduced.

Another reason why some people prefer smaller councils is that they are supposedly more efficient and less prone to conflict. For example, the Niagara-on-the-Lake Council passed a resolution (with two negative votes) requesting that the present Review Commission recommend that the Niagara-on-the-Lake Council be reduced by two from nine to seven. The ostensible reason was that experience showed the council got more work done when some of its members were absent. That may well be true, for research on decision-making in small groups shows that the smaller the group, the stronger the pressures towards cooperation and consensus. Groups larger than seven are more likely

to divide into factions and produce conflict.[3] However, there is much to be said for an opposition on council and for some open conflict. It gives the press more to report, it increases interest in local politics and it helps to ensure that the public finds out about controversial issues.

The problem of council size is a complex one, and the further reduction of councils should be undertaken cautiously. Before Regional Niagara, residents elected 175 councillors (including mayors); they now elect only 134 (including Regional councillors), a reduction of 23%. At the same time the population has increased, so that the number of persons per local representative has increased from 1715 in 1965 when the Mayo Commission was undertaking its study to 2677 in 1975, an increase of 56%. In other words, the opportunities open to citizens to participate in a formal way in local government have already been reduced con- siderably. Perhaps smaller councils are desirable, but all the implications should be considered. Undoubtedly, there is a certain distaste for time-consuming conflict and a nostalgia for the days when the villages and townships in the Region (sixteen of the twenty-six municipalities prior to 1970) operated with councils of five. However, munici- palities today are larger and contain more diverse interests. Councils need to be large enough to ensure various interests are represented, and more conflict is to be expected.

A final issue surrounding local councils is salary. Many councillors undoubtedly feel they are underpaid; many citizens would probably disagree. Table 4.6 lists alder- manic salaries in the area municipalities. The striking feature of this list is the small variation from munici- pality to municipality. Apparently there is a reasonably widespread understanding in the Region as to the compensa- tion for a part-time alderman. Given this uniformity in salaries, it is perhaps not surprising that the aldermen spend somewhat similar amounts of time conducting public business irrespective of the size of the municipality. Overall, St. Catharines certainly demonstrates cost con- sciousness in the salary area. Several smaller munici- palities pay their aldermen more than St. Catharines does, and the per capita cost of all council salaries is much lower in St. Catharines than elsewhere.

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3. See William O. Winter, The Urban Polity (New York and Toronto: Dodd, Mead, 1970), pp. 291-295.

5. The Standing Committees

An examination of the standing committees used by the area
municipal councils to conduct their business reveals several
things.   Overall, as Table 4.7 shows, there has been a
dramatic reduction in the number of standing committees
in the past decade.

In keeping with their reliance on a chief administrative
officer, St. Catharines, Niagara Falls and Niagara-on-the-
Lake have virtually eliminated standing committees. These
three municipalities have relied primarily on the general
committee format in which council meets every second week
and on alternate weeks all councillors meet in general
committee. The general committee meeting is to allow a
more informal discussion of forth-coming matters requiring
formal council decisions.

In St. Catharines an executive committee is also used for
the purpose of considering financial, legal, and adminis-
trative matters. The Niagara Falls version of a general
committee was discontinued in 1975 in preference to a
weekly meeting of council. However, the Planning and
Development Committee, consisting of five aldermen and
five appointed members, continues to function. The Council
of Niagara-on-the-Lake meets regularly as a general com-
mittee, but also initiates numerous sub-committees to deal
with particular matters in areas such as recreation and
industrial development.

Even in councils relying on the traditional committee style
of operation, standing committees have been reduced by at
least fifty percent. Welland and Thorold have seen the
most dramatic changes. Previously they each had a dozen
committees -- enough to allow every councillor to be chair-
man of a committee dealing with some area of municipal
business. Now they rely on only four or five standing
committees. These changes go well beyond what could have
been expected solely on the basis of the reduced respon-
sibilities of area municipalities after 1970. Clearly,
the general turmoil surrounding the introduction of Regional
Niagara has facilitated a rethinking of committee structures.
The general reduction in standing committees should make for
more efficient and responsible administration in the area
municipalities.

Another striking feature of the committee systems that have
developed in the area municipalities is their similarity.
Restricting attention to those eight councils that use

TABLE 4.7   THE REDUCTION IN THE NUMBER OF STANDING
              COMMITTEES, 1964 to 1976

Municipality	Number of Standing Committees 1964 *	Number of Standing Committees 1976
St. Catharines	4	2
Niagara Falls	5	1
Welland	12	4
Fort Erie	8	5
Port Colborne	9	4
Grimsby	8	4
Thorold	12	5
Beamsville/Lincoln	5	2
Niagara-on-the-Lake	8	1+

* Source: Figures for Standing Committees in 1964 are from
            the Niagara Region Local Government Review
            Commission, Data Book of Basic Information
            (Toronto, 1965), p. 21.

several standing committees composed of less than the total
council, the usual pattern is to have the following four
committees (sometimes with minor variations in names):

- Finance
- Planning
- Public Works
- Parks and Recreation.

These committees reflect the main areas of activity of area
municipalities. The pattern of committees closely parallels
the committee system of the Regional Municipality, with the
exception that parks and recreation (exclusively a respon-
sibility of area municipalities) replaces social services
(exclusively a responsibility of the Regional Municipality).
Apparently the Regional Municipality has acted as a model
for area municipalities. The similarity between Regional
and area committee structures should enhance the possibili-
ties of cooperation between the two levels of government.

As Table 4.8 shows, Welland, Port Colborne and Grimsby follow
the four committee pattern precisely. Others follow the
pattern with minor variations. Planning is handled directly
by a committee of the whole council in Lincoln and West
Lincoln. Recreation is handled in the same way in Pelham.
Wainfleet follows the same committee system, but all com-
mittees consist of the whole council.

There are only three real anomalies in the committee systems
of the area municipalities. Thorold has maintained its
traditional Fire and Light Committee, and West Lincoln has
a Fire, Cemeteries and Sanitation Committee. Neither of
these committees makes much sense in terms of subject matter.
They should probably be discontinued and their responsibili-
ties absorbed by other committees or by council. Fort Erie
presents a more serious problem. It is one of the few
municipalities that does not have an integrated public works
or engineering department and it is the only municipality
which divides responsibilities for public works activities
at the council and committee level. Almost everyone today
would recognize that it does not make sense to consider
roads in isolation of water, sewer and sanitation services.
Fort Erie, it seems, would do well to review its use of two
committees to handle public works activities.

Integration of committee activity in the area municipalities
does not present many problems because of the relatively small
size of the councils and the practice of having the mayor

TABLE 4.8   STANDING COMMITTEES IN AREA MUNICIPALITIES
             RELYING ON THE TRADITIONAL COMMITTEE SYSTEM

	Standing Committees				
Municipality	Finance	Planning	Public Works	Parks & Recreation	Other Committees
Welland	x	x	x	x	
Fort Erie	x	x		x	Roads; Sewers & Water
Port Colborne	x	x	x	x	
Grimsby	x	x	x	x	
Thorold	x	x	x	x	Fire & Light
Lincoln	x	w	x	x	
Pelham	x	x	x	w	
West Lincoln	x	w	x	x	Fire, Cemeteries & Sanitation

Note: Committees comprised of the whole council are noted
        with a "w". An "x" indicates the existence of a
        standing committee composed of part of the council
        membership.

on all standing committees. In addition, most councillors
have two committee assignments and the overlapping member-
ships of the committees provides a further integrative
device. Welland, Fort Erie, Lincoln and Pelham make com-
mittee appointments in a fairly systematic manner and there
is overlap among all committees. Others are less careful.
In Grimsby there is no overlap between Planning and Recrea-
tion, in Thorold no overlap between Finance and Planning,
and in West Lincoln no overlap between Finance and Roads
or between Recreation and Fire and Sanitation.

The most unusual system of committee appointments occurs
in Port Colborne. The four committees are divided into
"A" and "B" groups. The two "A" committees have the same
four members (half the Council) plus the mayor and meet on
one night. The two "B" committees contain the other half
of the Council and they meet on another night. The system
is designed to minimize the number of evenings aldermen
must devote to city business and it certainly provides for
integration among some committees. However, the A-B system
means there is no overlap at all (apart from the mayor)
between Public Works and Finance on the one hand and
Planning and Recreation on the other. This could con-
stitute a problem and bears watching.

The Pelham committee situation is also a bit unusual.
The council consists of only six aldermen and each of the
three committees has four aldermen on it. This arrange-
ment ensures that each alderman sits on two committees
and therefore carries his share of the work, but one can-
not help but wonder about the advantage of meeting in com-
mittee and only eliminating two aldermen or one-third of
the council. Pelham should perhaps consider going to a
general committee format or otherwise simplifying and
enlarging its committees. A group of seven is normally
small enough to operate effectively (indeed Welland's
committees consist of seven members) and there may be
little advantage to the present system. West Lincoln,
with a council of seven, would also seem to be in a position
to profit by doing away with its present committee structure.

One problem which does emerge in the committee systems of
some area municipalities is the absence of common secretarial
services. The Clerk is secretary to the council and the
normal practice is to have the Clerk or a member of his
department serve as secretary to the committees. The advan-
tages of this practice are many. It ensures uniform
practices in the creation of agendas, the recording of

minutes and the handling of correspondence. It also
furthers the integration of committee work by focusing
the flow of information on one department. As Table 4.9
indicates, however, half the area municipalities do not
follow this practice consistently. In Welland and Thorold
there is almost complete fragmentation of the secretarial
function. In Thorold this is partly offset by the existence
of a chief administrative officer, but allowing each com-
mittee to have its own secretary is hardly to be recom-
mended. The absurdities of fragmented secretarial services
is well illustrated by Welland. In Welland there are no
centralized records and it is extremely difficult to find
out about committee decisions. In fact, the Planning
Committee in Welland keeps no minutes.

6. Chief Administrative Officers

In the pursuit of local government efficiency, much atten-
tion has been given to the concept of a chief administrator
(CAO) who would be responsible for providing professional
direction to local administration. Not only would this
officer provide an element of continuity and coordination,
but he would also relieve councillors from the more specific
administrative matters, permitting them to concentrate on
broader policy areas. Within the Niagara Region, there
are presently six municipalities that employ a form of the
CAO. These include St. Catharines (City Administrator),
Niagara Falls (City Manager), Port Colborne (Clerk-
Administrator), Grimsby (Clerk-Coordinator), Thorold
(Administrator-Treasurer) and Niagara-on-the-Lake (Town
Administrator).

Niagara Falls has the most experience with a CAO. The old
city appointed a City Manager in 1922 and was one of the
first cities in Canada to adopt this new form of organization.
Over the years, relations between council and the manager
have not always been smooth, and several changes in the
office of City Manager were made in the first decades of
its operation. In recent years, the office has been operat-
ing very much as proponents of the city manager form of
organization think it should. With one exception, Niagara
Falls does not use committees of council, and the City
Manager reports directly to weekly meetings of the Council.
Niagara Falls aldermen have fewer hours of formal meetings
than any other aldermen in the Region. The present manager
(Stan Price) is active in the International City Managers
Association and he has exercised the full authority of his

TABLE 4.9   SECRETARIAL SERVICES FOR COMMITTEES

Municipality	Number of Standing Committees 1975	Committees Served by Clerk's Department	Committees Served by Other Departments
St. Catharines	1	1	-
Niagara Falls	1	-	1
Welland	4	-	4
Fort Erie	4	2	2
Port Colborne	4	4	-
Grimsby	4	3	1
Thorold	5	1	4
Lincoln	2	2	-
Niagara-on-the-Lake	1	1	-
Pelham	4	4	-
West Lincoln	4	3	1
Wainfleet	4	4	-

office. Responsibilities of the City Manager are spelt
out in detail in a 1966 by-law. These include the general
functions of administering and supervising the implementa-
tion of council decisions, coordinating departmental
activities, overseeing and administering personnel policies,
preparing and administering the budget, and reporting to
council on the financial state of affairs of the municipality.

St. Catharines followed Niagara Falls in 1958, after a
local campaign in favor of a city manager was led by the
Chamber of Commerce and the St. Catharines Standard.
Called the City Administrator, the St. Catharines chief
administrative officer works under a by-law which is less
detailed than that for Niagara Falls, but the basic res-
ponsibilities and duties are the same. The current Adminis-
trator (Hugh Cook) was hired two years ago. Although
St. Catharines does not use standing committees, the
Administrator does work in conjunction with an Executive
Committee. Also, St. Catharines is one of the municipali-
ties involved in the Local Government Management Program,
and this should facilitate the development of an effective
administrative apparatus under the control of the Adminis-
trator and Council.

The effective functioning of a chief administrative officer
in the Region's two largest municipalities, along with a
general movement towards the CAO form of organization
throughout Canada, has undoubtedly affected the thinking
of the Region's smaller municipalities on the subject of
administrative organization. Since 1969, four other
municipalities in the Region have adopted a form of the
CAO and applied it to their local situation. In most
cases, the change in organization was connected with staff-
ing and administrative problems that followed the amalgama-
tion of local municipalities in 1970. The introduction of
regional government has therefore had an important role in
unsettling established routines and encouraging local
municipalities to adopt newer forms of organization.

The office of Clerk-Coordinator has been functioning in
Grimsby since 1970. The position was created as a means
of clearing up the staff "bottleneck" which resulted from
the amalgamation of the Town of Grimsby and the Township of
North Grimsby. Not only was increased administrative co-
ordination required, but there was also a need to accommo-
date the two clerks and two treasurers employed by the
former town and township. It seems that council support

for the idea was almost unanimous and that the position
has worked reasonably well. Perhaps the joining of the
two offices, clerk and administrator, has not allowed the
most effective development of the administrative responsi-
bilities. The Clerk-Coordinator (R. Bracher) must spend
much of his time on clerical routine. Another limitation
is the terms of reference for the position. Although they
contain the primary administrative duties and responsibilities,
they are perhaps not detailed enough to make the position
equivalent to the usual one of chief administrative officer.

The development of the office of the Clerk-Administrator
in Port Colborne began with the annexation of a portion
of the Township of Humberstone to the City in 1970. Three
positions were created, Executive Coordinator, Treasurer
and Clerk. The office of Executive Coordinator was designed
to establish one staff member as the chief administrator
for the general purpose of more efficient administration
and for the specific purpose of supervising the integration
of the city and township staffs. Following the retirement
of the Executive Coordinator in 1972, the clerk, Joseph
Wilhelm, undertook the administrative responsibilities.
The position was not formalized until December 1975, when
a by-law was passed establishing the position of Chief
Administrative Officer with all the normal duties assigned
to such a position.

The office has not functioned according to the terms of
reference set out in the by-law. It would appear that,
even though they are clearly defined in the by-law estab-
lishing the office, the duties and responsibilities of
the CAO have not been accepted completely by the council
or by the staff. Mr. Wilhelm still serves as Clerk and he
identifies himself as Clerk-Administrator rather than as
Chief Administrator or Administrator-Clerk. He is probably
not in a position to give as much time as he should to
general coordination and planning, because he is still
heavily involved in the daily routines, paperwork and
pressures which are inherent parts of the clerk's office.

The council of Niagara-on-the-Lake established the position
of Town Administrator in 1972 in order to improve the
integration of former town and township employees and to
structure an organization capable of efficiently adminis-
tering the services demanded by the new town. Council
support for the concept, however, was not unanimous.
Local aldermen were generally divided according to former
political boundaries, with old town representatives opposed

to the idea and old township representatives in favour.
Interestingly, the staff member to be appointed to the
position was the former township's treasurer. Since the
township's clerk and treasurer had previously been awarded
the senior positions in the new town, and the old town's
clerk-treasurer had only been employed as deputy-clerk,
old loyalties were probably important in the councillors'
minds. Originally the Administrator (George Voth) also
served as Treasurer, but a separate Treasurer was appointed
in 1975. One reason for the change was internal problems
among the department heads. By removing the treasurer's
responsibilities from the Administrator's office, it was
hoped to remove any grounds for questions of favouritism
on the part of the Administrator. Another reason was to
free the Administrator from routine treasury duties and
give him more time to devote to administrative planning.
Currently, the Administrator is also designated as Finance
Officer. The second title is seemingly redundant because
the Administrator has overall responsibility for the budget,
but it does give Mr. Voth a title which permits his continued
participation on a treasurer's advisory committee with the
Clerk-Treasurer's Association of Ontario.

Thorold established the office of the Chief Administrative
Officer by by-law in September of 1974. The terms of
reference reflect a standard interpretation of the position,
but the current Administrator (C. H. Ort) also serves as
Treasurer. There was apparently no one reason for adopting
the office of Administrator-Treasurer. Of the contributing
factors, the election of a new mayor with less time to
spend coordinating committees and the support of the chair-
man of the Finance Committee seem to have had the greatest
influence. There was also a general awareness of the need
to coordinate staff and equipment among the departments and
to centralize personnel matters. The concept of a CAO in
Thorold appears to be working well. And in contrast to
some chief administrators who also hold other positions,
Mr. Ort seems to have been able to delegate effectively
many of the routine responsibilities for which he was
formerly responsible.

There are presently six municipalities which do not employ
CAO's -- Welland, Fort Erie, Lincoln, Pelham, West Lincoln
and Wainfleet. Of these, the case might be made that the
limited scale of operation of the local governments in the
more rural areas, Lincoln, Pelham, West Lincoln and
Wainfleet, does not require a strong administrative office.
However, the municipalities of Welland and Fort Erie should
give serious consideration to such an office. In general

there appears to be a lack of internal supervision and
coordination among the departments of these municipalities.
The employment of a CAO, with precisely defined duties and
responsibilities which would not encroach upon the accepted
powers of council, would certainly advance the cause of
effective local government in both municipalities. Even
the smaller municipalities should seriously consider
appointing a CAO. As municipalities in the Region and
throughout Ontario gradually adopt this form of organiza-
tion, intermunicipal and provincial-municipal communications
and coordination will increasingly depend on CAO's. Munici-
palities without someone in this position will find them-
selves at a disadvantage.

C. Municipal Bureaucracies

Municipal councils employ full-time staff to advise them
and to carry out council decisions and policy. Who a
council hires and how a council organizes its staff will
have an important bearing on the overall effectiveness
and efficiency of local government.

1. Departmental Organization

Municipal employees are traditionally organized on a depart-
mental basis. Commonly, a distinction is made between line
or operating departments, such as recreation, which provide
services directly to the public, and staff or support
departments, such as personnel, which provide administra-
tive and support services to the line departments and to
the municipality as a whole. The number of departments in
a municipality will depend on a number of factors. One is
the size of the municipality and therefore its ability to
support specialized services and an elaborate organization.
Within the Region, as one might expect, St. Catharines has
the most departments (12) and Wainfleet the fewest (4).
There is, however, no consistent relationship between
population and the number of departments. Another factor
affecting the number of departments is organizational
philosophy. Although at one time the practice was to
establish many separate departments, the emphasis today
is on a more integrated approach. Thus, while a munici-
pality may have had separate departments for roads, sewer,
water and cemeteries, now it will most likely combine these

functions within one department and call it public works.
Through more integrated structures, it is possible to
improve coordination, share manpower and equipment, and
generally increase efficiency.

Among the twelve local municipalities in the Region, there
is a fair degree of consistency in departmental organization.
(See Table 4.10.) In terms of line departments, all munici-
palities have a fire department and all have a library
department under the control of a library board. There
are some differences in the public works and recreation
areas, and considerable variation in the area of planning.

Nine of the twelve local municipalities have established
integrated public works or engineering departments to
handle roads, sewers, and water. One exception is Wainfleet
which does not provide water or sewer services, and the
other exceptions are Fort Erie and West Lincoln. These
two municipalities still operate separate departments for
roads and for water and sewers. Of course, integrated
public works departments still hide considerable variation
among municipalities. Only the city departments
(St. Catharines, Niagara Falls, Welland, Port Colborne and
Thorold) are under the direction of professional engineers
and can provide some of their own engineering services.
While most municipalities employ private companies for
garbage collection, Niagara Falls employs municipal staff.
However, while the department in Niagara Falls uses private
companies for sidewalk construction and repair, the depart-
ment in Lincoln usually utilizes its own staff. Street
lighting is in most instances a public utilities or hydro
function; however, in Port Colborne, Grimsby, Niagara-on-
the-Lake and Pelham this is included as a public works
service. Arenas, parks and cemeteries are also maintained
by some local public works departments. Thus the depart-
ments in Niagara Falls and Lincoln are responsible for the
maintenance of arenas, parks and cemeteries, and the Grimsby
and Pelham departments maintain the local cemeteries.
Niagara-on-the-Lake is the only municipality which still
maintains a separate cemeteries department. Although most
municipalities have integrated building inspection into the
public works department, three (Fort Erie, Port Colborne
and Niagara-on-the-Lake) have separate building departments.
There would seem to be no observable pattern to the provi-
sion of these secondary services. The functioning of each
department has been determined by the local environment.

TABLE 4.10   DEPARTMENTAL ORGANIZATION IN THE LOCAL MUNICIPALITIES

Municipality	Total Departments	Line Departments						Staff Departments					Other Departments
		Engineering or Public Works	Planning	Parks and Recreation[a]	Building	Fire	Library System	Administrator's[b]	Clerk's[c]	Treasurer's	Solicitor's	Personnel	
St. Catharines	12	x	x	x		x	x	x	x	x	x	x	• Business Development • Supplies and Services
Niagara Falls	10	x	x	R		x	x	x	x	x	x	x	
Welland	11	x	x	P+R		x	x	x	x	x	x	x	
Fort Erie	8			x	x	x	x		x	x			• Roads • Sewer-Water-Sanitation
Port Colborne	8	x		x	x	x	x	C	x	x			
Grimsby	7			x	x	x	x	C	x	x			
Thorold	7			x	x	x	x	C	x	x			
Lincoln	5	x				x	x		x	x			
Niagara-on-the-Lake	10	x	x	x	x	x	x	x	x	x			• Cemetery
Pelham	5	x		R		x	x		CT	CT			• By-law Enforcement • Arena
West Lincoln	6					x	x		x	x			• Roads • Water-Sewer
Wainfleet	4					x	x		CT	CT			• Roads

a. R = Recreation Department; P = Parks Department; x = Combined Parks and Recreation Department
b. C = Combination of Administrator's Department with some other department
c. CT = Combined Clerk-Treasurer's Department

In the parks and recreation field, the usual pattern is to
have a single department to provide certain basic recrea-
tional facilities and services. These include: the develop-
ment and maintenance of parks, sports facilities (including
arenas), and community centres; the operation of recreation
programs; and the assisting in the development and integra-
tion of community recreation groups. The integrated parks
and recreation department with no other bodies active in
the field is found in St. Catharines, Fort Erie, Port
Colborne, Grimsby and Niagara-on-the-Lake. Thorold also
has a parks and recreation department, but it also has a
number of community centre boards. In other municipalities
there is considerable variation. Welland has three separate
departments for parks, recreation and arenas. Niagara Falls
and Pelham have recreation departments but no parks depart-
ments. Niagara Falls also has a recreation commission (the
only one in the Region) and Pelham has an arena board. (The
Pelham arena board has just been abolished in late 1976.)
Lincoln, West Lincoln and Wainfleet have no parks or recrea-
tion department.

Despite the importance of planning, and the amalgamation of
local municipalities, planning has not achieved departmental
status in half the local municipalities. In fact there is
only one more local planning department with professional
staff than there was a decade ago when the Mayo Commission
conducted its investigations. The primary duty of a
planning department is to assist in the development of
planning policy and to implement and administer planning
and zoning controls. This includes assisting in the forma-
tion of local policy with regard to the development and re-
development of the municipality and providing the technical
expertise required for the preparation and amendment of
official plans, zoning and building by-laws and sub-division
plans. At present, St. Catharines, Niagara Falls, Welland
and (the new addition) Niagara-on-the-Lake have planning
departments headed by professional planners. Port Colborne
and Grimsby have separate departments with one or two
persons, but no professional planners. In a majority of
municipalities, therefore, the staff which is responsible
for planning fulfills a processing function with limited
input into the technical or policy areas. The staff assigned
to the planning field are usually deputy or assistant clerks.
These people have no specialized training in planning, but
experience has made them familiar with such administrative
tasks as processing applications and making recommendations
to the planning board or committee. To compensate for this

lack of expertise, municipalities rely to varying degrees
on planning consultants.

In terms of staff departments, the pattern among the twelve
local municipalities is quite clear. All municipalities are
compelled to appoint a clerk and a treasurer and all but two
municipalities have developed separate departments for the
secretarial and financial functions. Pelham and Wainfleet
have continued the practice of many small municipalities in
appointing a clerk-treasurer and having an integrated clerk-
treasurer's department. West Lincoln, the second smallest
municipality has a similar practice in that the Clerk serves
as deputy-treasurer and the Treasurer as deputy-clerk.

The responsibilities of a clerk's department are basically
similar for each municipality. Thus each clerk's department
is responsible for council minutes and correspondence,
election and voters' lists, registration of births and
deaths, marriage licences, business licences, and generally
providing a liaison and information service for the munici-
pality. As noted earlier, most clerk's departments keep
minutes and do correspondence for committees and this often
puts the clerk, especially when there is no CAO, in a
position to do general administrative coordination in addi-
tion to secretarial functions. It is common for the clerk's
department to have various control responsibilities. Canine
control, by-law enforcement, and school traffic safety in
St. Catharines, and weed control and livestock evaluation
in Wainfleet are examples. In Lincoln, Pelham, and Wainfleet,
the building inspector reports through the clerk's department.
The oddest additional responsibility is in Welland where the
clerk does not have responsibility for committee minutes and
correspondence. This basic clerical activity is decentralized,
but the clerk is put in charge of building maintenance.

The activities of the treasurer's departments vary little
from municipality to municipality. The basic services
include, for most municipalities, collection of taxes and
tax statistics, payment of water bills, payment of accounts,
payroll responsibilities and budget preparation. For the
three largest municipalities (St. Catharines, Niagara Falls
and Welland) responsibilities are expanded to include data
programming and processing.

From a brief survey of treasury departments, variations were
noted in the internal operations of the departments. In
terms of computer technology, extensive use is made of
computers in St. Catharines and Niagara Falls for taxes,

payrolls, water billing, general ledger and maintenance management systems. The treasury department in Welland uses its computer for payrolls and general ledger purposes, and contracts out tax billing. In Fort Erie, a small computer is used for general ledger and accounts payable and computer time is rented for tax billing and payroll. Similar computer usage occurs in Grimsby, Thorold and Pelham. In the Treasurer's Departments of Port Colborne, Niagara-on-the-Lake, and West Lincoln, only accounting machines are used, although Niagara-on-the-Lake rents computer time for tax billing purposes. The "manual approach" is used in Lincoln and Wainfleet to fulfill department functions. Again, computer time is rented by Lincoln for tax purposes.

The major difference among local municipalities with regard to staff departments occur in the areas of specialized support services. As noted in an earlier section, only six municipalities provide for a chief administrative officer. In part this is related to the size of the municipality. The impact of size is much more apparent with regard to solicitor's departments and personnel departments. Most municipalities employ consultants to handle local legal problems. Only two municipalities, St. Catharines and Niagara Falls, employ solicitors on a full-time basis. The City of Welland operates a solicitor's department, but employs the solicitor on a part-time basis. Only the two largest municipalities, St. Catharines and Niagara Falls, have personnel departments to assist in hiring, promotions, job evaluations and contract negotiations. In the smaller municipalities these activities are decentralized and usually not performed systematically.

2. Employee Per Thousand Population

The number of employees per thousand population is a measure commonly used to assess the adequacy or efficiency of departments. For example, a department which has fewer employees per thousand population than is usual in such departments may be seen as either understaffed or particularly efficient. As the preceding discussion of departmental organization indicates, however, it is very difficult to undertake comparisons on a detailed departmental basis. The functions assigned to departments are seldom identical, and many components of a successful operation (hiring, for example, or account collections or general coordination) may be performed

outside a department. At best, then, it usually makes sense
to compare large grouping of employees. This has been done
in Table 4.11 for the twelve area municipalities. The
number of full-time employees per thousand population has
been calculated for line departments, staff departments and
the municipality as a whole.

When interpreting these figures, it is important to realize
that they are only a very crude indicator of levels of
service or efficiency. For example, the figures used here
do not take into account part-time employees or the employees
of contractors. A municipality's business practices will
obviously influence the number of its employees. Other
variables, such as expertise and salaries, also cannot be
taken into account. This is particularly important when
one compares the more urban areas to the more rural. For
example, from the data (Table 4.11) one notes that both
St. Catharines and Grimsby employ staff at comparable rates.
What these rates do not reveal is the real value received
from the employees and the cost involved. From other
sources one learns that both the level of employee exper-
tise and the salary costs are significantly greater in
St. Catharines. The St. Catharines figure includes not
only those employees usually in clerk's and treasurer's
departments, but also the specialized administrative staff
of a personnel department and a full-time CAO. Thus,
although two municipalities may employ staff at comparable
rates, there may be significant differences in the areas
of staff capabilities and costs to the municipalities.

Having introduced these cautionary notes, it is now possible
to examine the data in Table 4.11 to determine the patterns
which occur and to discuss possible implications. In
general, substantial variations do not exist. Seven munici-
palities (St. Catharines, Welland, Fort Erie, Port Colborne,
Grimsby, Lincoln, Niagara-on-the-Lake) employ personnel at
some rate between 3.44 and 3.87 per 1,000 population.
Breaking down total employee figures, separate rates for
staff and line positions reveal the same similarity among
municipalities, with the exception of Niagara-on-the-Lake
which has a higher than average staff employee rate. These
similar employee rates would seem to indicate that the size
of a municipality does not have much effect on the rate of
municipal employment. However, the three smallest munici-
palities (Pelham, West Lincoln and Wainfleet) have total
employee rates which are less than the average. These lower
rates can be accounted for mostly by the lower line position

TABLE 4.11   MUNICIPAL EMPLOYEES, 1975

Municipality	1975 Population (000's)	Total Employees	Total Employees per 1,000	Total Staff Positions	Staff Positions per 1,000	Total Line Positions	Line Positions per 1,000
St. Catharines	120	427	3.55	100	.83	327	2.72
Niagara Falls	68	355	5.23	58	.85	297	4.37
Welland	45	174	3.87	37	.82	137	3.05
Fort Erie	23	83	3.60	21	.91	62	2.69
Port Colborne	20	78	3.83	18	.88	60	2.95
Grimsby	16	55	3.54	15	.96	40	2.57
Thorold	15	64	4.36	10	.68	54	3.67
Lincoln	14	49	3.44	11	.77	38	2.67
Niagara-on-the-Lake	12	46	3.71	17	1.37	29	2.34
Pelham	10	25	2.54	11	1.12	14	1.42
West Lincoln	9	23	2.46	6	.64	17	1.82
Wainfleet	6	15	2.53	5	.84	10	1.69

rates. The lower rates of employment also correspond to comparatively low per capita expenditures for these municipalities, which, in part, reflect the rural character of the areas and the absence of extensive, or any, urban service areas.

In two cases, Niagara Falls and Thorold, the total employee rates are significantly higher than average, and, interestingly, are accounted for by their higher than average rates for employees in line departments. It would seem that public works is the major source of the higher rates. For its size, Thorold also has a larger than average recreation department. Niagara Falls and Thorold pay for these higher employee rates. As Table 4.3 (above) shows, these two municipalities have the highest per capita expenditure.

3. Expertise

Another standard for evaluating municipal bureaucratic capabilities is that of professional staff. In general, the capabilities of a municipality are enhanced by the employment of personnel who have received advanced training in their fields of work. For example, the municipality which employs a professional planner has regular and immediate access to a source of planning information and skills. The same is true with regard to other fields. Of course, such factors as experience, personality and dedication are also important in determinig the quality and ability of a municipal employee, but they cannot compensate completely for a lack of professional status and expertise. Consultants can provide the expertise a municipality needs, but in general they do not match the range and frequency of services available from a regular municipal employee.

Table 4.12 shows the distribution of professionally qualified staff among the area municipalities. As one would expect, the general rule is that the larger the population (and therefore the resources) of the municipality, the greater the number of professionally qualified employees. This means the smallest municipalities have a problem. Despite the amalgamations which accompanied regional government, many of the Region's smallest municipalities are apparently still too small to support a staff with much professional expertise. However, size is not the only factor. In terms

TABLE 4.12 PROFESSIONAL STAFF, 1975

Municipality	Total	CAO	Clerk	Treasurer	Engineer	Planner	Recreation Staff	Solicitor	Librarian[e]
St. Catharines	37	1	2	2	6	3	6	2	15
Niagara Falls	25	1	2	2	4	3	3	2	8
Welland	16.5	–	2	2	2	2	2	1 (P.T.)	6
Fort Erie	5	–	2	1	–	–	1	–	1
Port Colborne	11	(1)[a]	2	3	2	–	2	–	2
Grimsby	7	(1)[b]	2	1	–	–	1	–	3
Thorold	7	(1)[c]	1	2	2	–	1	–	1
Lincoln	3	–	1	1	–	–	–	–	1
Niagara-on-the-Lake	8	1	2	2	–	1	1	–	1
Pelham	3	–	(2)[d]	2	–	–	1	–	–
West Lincoln	2	–	1	1	–	–	–	–	–
Wainfleet	0	–	–	–	–	–	–	–	–

a. Clerk-Administrator
b. Clerk-Coordinator
c. Administrator-Treasurer
d. Clerk-Treasurer and Deputy Clerk-Treasurer
e. Statistics on librarians are for 1974 only. They are taken from Ontario Ministry of Culture and Recreation, Public Library Statistics, 1974 (Toronto, 1975).

of professional staff, Fort Erie is much below what its
population would seem to warrant, and the City has neither
a professional engineer nor a professional planner.
Niagara-on-the-Lake presents an interesting alternative.
Although it has a small population and a moderate level
of expenditures per capita, the Town employs a relatively
large number of professionally qualified staff, including
a planner. If Niagara-on-the-Lake can do this, an observer
might ask, why cannot others?

For the future development of the municipalities, perhaps
the two most critical areas of expertise are public works
and planning, because it is these areas which determine
local land use patterns. At present only the three largest
cities (St. Catharines, Niagara Falls and Welland) have
professional engineers and planners on staff. Two other
cities have engineers (Port Colborne and Thorold), while
Niagara-on-the-Lake has a planner. With the exception of
the planner in Niagara-on-the-Lake, the number of munici-
palities with professional engineers and planners has
not increased since regional government was introduced.
The Regional Municipality compensates for this, to some
extent, but certainly there is still much scope for local
municipalities to use engineering and planning expertise.
One must ask why many of the area municipalities have not
upgraded their public works and planning departments?
Is it the lack of perceived or real need, or the lack of
financial resources? If it is the latter, one conclusion
might be that many of the area municipalities are still
too small in population to provide the level of expertise
required of a modern municipality.

4. By-law Enforcement

One of the interesting administrative problems created for
local municipalities under Regional Niagara concerns by-law
enforcement. Municipalities traditionally have had building
inspectors to enforce building, plumbing and property
standards by-laws, and all local municipalities in the
Niagara Region continue to have at least one person specifi-
cally designated for this task. In some areas (e.g. Port
Colborne, Thorold, Pelham and Wainfleet), councils also
appoint such part-time officials as Fenceviewers, Pound
Keepers and Ditch Inspectors to enforce by-laws of special
interest to rural areas. Larger municipalities will also
usually have a canine control officer.

The new problem created for many municipalities arises with regard to the enforcement of local licensing, parking, noise and other by-laws. These essentially urban by-laws were traditionally enforced by the local police forces. Since the regionalization of the police, however, the old connections have been broken. The Regional Police, on many occasions, have made it clear they no longer want to be bothered with the problems of local by-law enforcement. They feel it represents poor use of highly trained and highly paid manpower, and they point to the difficulties of enforcing many different sets of local by-laws. (The complexity of local by-laws is tremendous, since by-laws often vary within municipalities because of amalgamation.) Nevertheless, the Regional Police have continued, no doubt half-heartedly, to enforce local by-laws concerning parking and the peace and tranquility of the municipality. When they do enforce such by-laws, the fines which are collected go to the Regional Municipality.

The Region's local municipalities have responded to the by-law enforcement problem in different ways. Only in the three largest cities has by-law enforcement been assigned to special officials separate from the building and zoning inspectors. The City of Welland is the only municipality that operates a separate By-Law Enforcement Department with responsibility for the enforcement of all by-laws, including traffic and parking by-laws, not under the jurisdiction of the Building Inspector. A separation of functions is also attempted in Niagara Falls. In this case the By-Law Enforcement Officers are part of the Works Department, and they are also responsible for the following-up of all violations of municipal by-laws reported to them by the Building and Plumbing Inspectors and the Property Standards Officer. Somewhat surprisingly, St. Catharines does not have a distinctively designated by-law enforcement department or officer. Non-building by-laws are handled by an assistant to the Clerk. In both Niagara Falls and St. Catharines, local parking by-laws are mostly enforced by the municipality through contract to a private firm.

In six municipalities (Fort Erie, Grimsby, Thorold, Pelham, West Lincoln and Wainfleet) the office of building inspector has been expanded to encompass general by-law enforcement. In all of these municipalities, there is one man to serve as Building Inspector and By-Law Enforcement Officer, and it is not unlikely that general by-law enforcement has a low priority. In Thorold, where there is presently a legal question about the authority of the officer to enforce by-

laws, no violator has been prosecuted since before 1970.

The situation in Fort Erie is unique, but it indicates the variation that can exist even within a municipality. Throughout most of the Town, the Commissioner of Building and By-Laws enforces all municipal by-laws with the exception of canine control by-laws (contract) and traffic, parking, and noise by-laws (Regional Police). However, the Crystal Beach area is treated differently. It is patrolled by the Ontario Provincial Police, and the OPP will not enforce local by-laws. In the summer, therefore, Fort Erie employs eight By-Law Enforcement Officers to enforce municipal by-laws in the resort area, including noise, traffic and parking by-laws. One interesting consequence of this special enforcement in Crystal Beach is that noisey parties are encouraged to go to nearby Bay Beach, still part of Fort Erie but outside the jurisdiction of the special by-law officers and within the jurisdiction of the Regional Police.

In three municipalities (Port Colborne, Lincoln, and Niagara-on-the-Lake) no one is specifically assigned the responsibility of enforcing by-laws. In Lincoln, by-law enforcement is a recognized "problem area." At present, building and zoning by-laws are enforced by the Town Building Inspector and traffic, parking and noise by-laws are enforced in Beamsville by the Regional Police. The enforcement of by-laws in the former township areas is limited because of the lack of municipal staff and because the area is policed by the Ontario Provincial Police, who will not enforce by-laws. A similar situation exists in Niagara-on-the-Lake. The Town employs a Chief Building Official for building and property inspection and control, but there is no one staff person responsible for the remaining by-laws. As in Lincoln, the Regional Police will enforce traffic, parking and noise by-laws. Also, as in Lincoln, the old township areas, which are patrolled by the OPP, do not receive the same level of by-law enforcement service. The Town has been considering the appointment of an officer and is presently in the process of compiling a list of responsibilities.

Port Colborne is the third municipality which does not specifically employ a By-Law Enforcement Officer. The Building Inspector and Property By-Law Officer provide service within their jurisdictions and the Regional Police enforce traffic by-laws. According to the Clerk-Administrator, it is expected that there will be an expansion of the duties of the Property By-Laws Officer to include the enforcement of those by-laws which are not presently enforced.

D. Local Special Purpose Bodies

Regional reorganization in the Niagara Region, and in
Ontario generally, has involved the elimination of some
special-purpose bodies. In introducing the regional govern-
ment program to the Ontario Legislature on December 2, 1968,
Darcy McKeough promised:

> As these Governments are formed, we will adopt a
> vigorous policy of strengthening the municipal
> councils by removing powers from existing special-
> purpose bodies and turning these powers over to the
> Regional or Local Municipality. Examples of the
> fields we have in mind for a more direct role by
> the municipality are -- parks, recreation, planning
> and community centres.

The rationale for the elimination of recreation commissions,
planning boards and community centre boards was to increase
responsibility and efficiency in local government. No
doubt the Province also reasoned that since area munici-
pal councils were losing responsibilities to the Region,
they should be able to handle some of the responsibilities
which were being performed by various boards and commissions.

The move to eliminate special purpose bodies was not with-
out opponents at both the Provincial and the local level.
Some ministries preferred to deal with politically weak
local authorities, and there was a general feeling that
"politics" should be kept out of certain fields of policy.
Police boards, library boards, and school boards, for
example, were never seriously questioned at the Provincial
level. At the local level, even councils were not always
sure they wanted boards to be eliminated. The elimination
of special purpose bodies was connected with the desire to
see more open politiking and conflict over priorities at
the local level, and this was out of tune with the thinking
of many involved in municipal politics.

In the end, the RMN Act made two general changes. It
eliminated planning boards and compelled councils themselves
to act in planning matters. It also eliminated separate
waterworks commissions and forbade municipalities to entrust
water and sewer responsibilities to public utilities com-
missions. In developing the RMN Act, however, the Province
also approached municipalities and encouraged them to allow
the abolition of community centre boards, parks boards, and

special recreation committees. Two municipalities,
St. Catharines and Port Colborne, agreed and there were
special provisions in the Act abolishing these boards and
committees in these two cities. In other municipalities,
the status quo was continued. However, some municipalities
have moved on their own since 1970 to abolish community
centre and arena boards.

As Table 4.13 indicates, a large number of special purpose
bodies continue to function at the local level in the
Niagara Region. These can be divided into those which
are quasi-judicial in nature and those which have some
program and administrative responsibilities.

1. Administrative Bodies

The most common administrative bodies are the familiar
public library boards (twelve) and hydro commissions
(twelve). According to regulations set out in The Public
Libraries Act, each municipality must have a public library
board to oversee the administration of the local libraries.
Board membership consists of the mayor, ex-officio, plus
four others if the population is less than 10,000, or the
mayor plus eight if the population is more than 10,000.
Since the board does not have a tax-raising power, it
must annually submit a budget to the local council for
approval. This, in turn, provides the municipality with
a means of control over the functioning of the public
library. Provincial grants are also available and are
paid in proportion to local needs and assessment.

The local hydro commissions, and those public utilities
commissions with hydro responsibilities, continue to
function on the basis of pre-regional municipal boundaries
which have not existed since 1969. This situation is
recognized as undesireable by almost everyone, but a
realignment of boundaries awaits the implementation of a
new Provincial policy in which hydro responsibilities may
well be turned over to regional municipalities. Meanwhile,
the RMN Act provides for the continued existence of the
old hydro commissions and authorizes all commissioners to
hold office until such time as the Province decided other-
wise. Although the mayor is, ex-officio, a member of the
local commission, and the local council must approve capital
expenditure plans, the municipality does not exert much
control over the financially self-sufficient commission.

TABLE 4.13   SPECIAL PURPOSE BODIES, 1976

Municipality	Quasi-Judicial Bodies			Administrative Bodies				
	Committee of Adjustment	Court of Revision	Property Standards Committee	Public Library Board	Hydro Commission	Community Centre and Arena Boards	Museum Board	Transit Commission
St. Catharines	x	x	x	x	x		x	x
Niagara Falls	x	x	x	x	xx		x	x
Welland	x	x		x	x			
Fort Erie	x			x	x		xx	
Port Colborne	x	x		x	x		x	
Grimsby	x		x	x	x			
Thorold	x			x	x	xxxx		
Lincoln	x			x	x			
Niagara-on-the-Lake	x	x		x	xx			
Pelham	x			x	x			
West Lincoln				x	x	xx		
Wainfleet				x	x	xx		

Note: In addition to the boards listed above, Niagara Falls has a Recreation Commission and
Welland has a Development Commission. Advisory committees and other local committees
without some administrative authority are not listed in this table.

Ontario Hydro, on the other hand, is in a position to have much control over the local hydro commissions on the basis of the regulatory and approval powers granted to it by The Power Corporation Act.

Special purpose bodies which provide a recreation service, including community centre boards, arena boards and museum boards, are found in various combination in seven municipalities. Museums and museum boards are found only in the larger municipalities. Community centres and arenas are found in all municipalities, but only some of the smaller municipalities continue to use separate boards to administer them. Community centres are governed by provincial legislation through The Community Centres Act and are subject to provincial regulation in such areas as grants, building uses, and duties of the boards. Arena boards are established to oversee the operation of local arenas and, to the extent that local arenas are deemed to be community centres, are also subject to the same legislation. Municipal control over community centres and arena boards is maintained through council representation on the boards and budgetary controls. Presently, there is one community centre board in the Townships of Lincoln, West Lincoln and Wainfleet, and four boards in Thorold. Recently, the Parks, Recreation and Community Centres Board was dissolved in Pelham in an attempt to establish more effective control over the recreation service by replacing the separate board with a whole committee of council for recreation. The Pelham arena board was also abolished somewhat later. A rather similar consolidation of council authority was implemented in Fort Erie when, in April of 1976, the Recreation Commission was replaced by a committee of council composed of the mayor, five aldermen and five citizens appointed by council.

Only two councils, those in St. Catharines and Niagara Falls, have established transit commissions for the purpose of providing local bus transportation. The St. Catharines Transit Commission consists of two aldermen and three lay members, and the Greater Niagara Transit Commission consists of the mayor and four lay members. Both transit commissions were established by provincial legislation and are designed to relieve council of a heavy administrative responsibility. They do not function as independent bodies, as all budgetary and policy decisions are subject to council approval. Welland also operates a transit service, but uses a contract system. The speculation is that, in the near future, Welland Council will decide to provide this service directly and will

establish a transit commission. This would replace the present system of employing a transit co-ordinator as a transit liaison officer and administrator.

The City of Welland has established a development commission to encourage industrial and commercial development and to act as a liaison body between local industrial and commercial establishments and the city. The commission is composed of the mayor, four members of council, four members of the Chamber of Commerce and one Regional councillor, and employs one person as manager. The operation is funded completely by the city and formal approval of council is required for sales of land and policy decisions.

2. Quasi-Judicial Bodies

Quasi-judicial bodies provide independent (non-council) forums for the citizen to appeal the application of certain local by-laws and administrative decisions. As Table 4.13 shows, committees of adjustment are the most numerous of these bodies in the Niagara Region, while courts of revision and property standards committees are found primarily in the more populous municipalities. Because they can relieve councillors of many time-consuming hearings at the same time as they can insulate appeals from political pressure, and because they do not spend much money and do not administer programs, these local quasi-judicial bodies have not been of much concern to those who wish to reform the structure of local government by concentrating more authority in the municipal council. However, changes in the authority of some of these bodies in recent years raises questions about the continued existence of these bodies in their present form.

Committees of adjustment are composed of three or more appointees of council. Previously these committees had responsibility for requests for minor variances (technical violations of zoning by-laws which are accepted because they do not violate the spirit and intent of the by-laws) and requests for severances (the subdivision of a piece of land into two or more independent parcels). As of February 1974, however, consents for severances were vested in the new Regional Land Division Committee, and committees of adjustment were left with only the lesser task of considering minor variances. The continued utility of committees of adjustment has not been assessed since this change.

Courts of revision have also seen their authority slashed.

In taking over the property tax assessment function in 1970, the Province introduced provincial assessment review courts and took away the right of local courts of revision to hear appeals by property owners who wanted tax assessments reconsidered. Today municipal courts of revision exist only to hear appeals of levies made under The Local Improvement Act and The Drainage Act. This does not amount to much of a workload. In St. Catharines the court meets about once a year; in Welland only two or three times per year. Municipal councils which do not appoint separate courts simply appoint some councillors to act as the court when the occasional appeal is made.

Property standards committees are established to consider appeals to actions taken by the local municipal staff under minimum maintenance by-laws. As with the other quasi-judicial bodies, these committees have a light workload.

It would appear that the present structure of quasi-judicial bodies should be reconsidered. The present pattern and allocation of responsibilities is a result of Provincial decisions which have given little thought to what has remained at the local level. The current structure of three, little-used bodies in some municipalities must only serve to confuse the citizen. There are two possibilities. One is the elimination of these separately appointed bodies, and the use of committees of councillors to hear cases. Another one (and probably the more desireable one, especially for larger municipalities) would be the consolidation of the local quasi-judicial bodies into one local court of appeal or appeals committee. The whole problem warrants further investigation.

CHAPTER 5

INTERMUNICIPAL ORGANIZATION AND COMMUNICATIONS

This final chapter examines some of the linkages among the
thirteen municipalities in the Niagara Region. It does so
because organizational ties and regular patterns of communi-
cation are essential if the Regional Municipality and the
area municipalities are to work together effectively as
parts of a regional system of government. The examination
centers on general patterns of communication, the relation-
ship of Regional Councillors to local councils, and the
patterns of association among senior administrators in
various fields. No coherent picture emerges from this
examination, but it is quite clear, especially with regard
to patterns of association among senior administrators,
that there is room for improvement.

A. Formal Mechanisms of Intermunicipal Communications

In any examination of the flow of information among munici-
palities and other local agencies in the Niagara Region,
one is immediately struck by the minimal effort that is
made by the local governments themselves. Local govern-
ments generally communicate with one another only to the
extent necessary to transact specific items of business.
For information of general interest, local government
officials and others are usually dependent upon their
local newspapers.

The actual exchanges of written information among munici-
palities are kept to a minimum in the Niagara Region.
Clerks and other officials from the area municipalities
forward specific requests or pieces of information to the
Clerk of the Regional Municipality for processing, but no
municipality routinely forwards copies of all its reports
and minutes. One consequence of this is that there is no
place in the Region which serves as a collection point for
local government documents. While the Regional Municipality
might have taken the lead in becoming the centre for munici-
pal documents and reference material, it has not done so.
The Regional Municipality for its part informs area munici-
palities when particular items of business have been dealt

with, and it routinely forwards a copy of Council proceedings to the Clerks of area municipalities. None of the Clerks appears to make much effort to digest these proceedings or refer them to others. Interestingly, the City Administrator of St. Catharines and the City Manager of Niagara Falls are on the distribution list of the Regional Municipality for copies of agenda, reports and proceedings. This suggests the special relationship which the two largest area municipalities have with the Region. These cities have the greatest need for information and they also have the expertise and resources to attempt to get it for themselves. One cannot help but wonder whether smaller municipalities are at a comparative disadvantage.

The only intergovernmental forum which brings elected and appointed officials from all municipalities together is the Council of Public Employers. The Council meets on a monthly basis and is attended by clerks, treasurers, councillors and representatives from the Boards of Education. However, the Council's purpose is a reasonably narrow one and meetings are not well attended. The Council cannot serve as a clearing house for general information which might be of interest to a number of municipalities.

What is lacking in the Region is a regular publication which covers developments in local government. At the Provincial level, Background, a weekly publication of the Ministry of Treasury, Economics and Intergovernmental Affairs, contains summaries of new legislation and regulations, as well as organizational and personnel information from the ministries. It also reports innovative programs, personnel changes and general information from the municipal level. A similar publication, focused exclusively on developments in the Region's local governments would likely make an important contribution if it were widely distributed to elected representatives, senior administrators and interested members of the public.

B. Political Linkage: Regional Councillors and Local Councils

Easily the most visible and controversial mechanism designed to integrate the Regional and area municipalities is overlapping council membership. Mayors of area municipalities sit on Regional Council as well as on local councils, and

it is expected that this will facilitate communication
and cooperation between the two tiers of government.
Usually the principle of overlapping council membership
is carried further than it is in the Niagara Region. In
all other metropolitan, regional and county governments
in Ontario, all members of the second-tier council also
sit on the councils of the constituent municipalities.
The Niagara Regional Council with its mixture of twelve
mayors and sixteen other directly elected councillors is
an experiment which grows out of the recommendations of
the Mayo Commission Report in 1966. The assumption is
that those councillors who are directly elected will be
less tied to local concerns and that their election will
make it possible for voters to express their views on
regional questions. A side benefit is the reduced work-
load and the likelihood that being a local or a regional
councillor can continue to be a part-time job.

According to Regional Councillors, the present system of
representation works quite well. As Table 5.1 shows,
the great majority of Councillors favors retaining the
present system. As Table 5.1 also shows, one reason is
the belief that ties to the local council limit a regional
perspective. Most Regional Councillors (mayors as well as
non-mayors) agree that mayors are more interested in pro-
moting the interests of their own municipalities than are
other Councillors. One mayor who admitted that mayors are
generally more parochial, explained that it was linked to
being a "liaison man." Another mayor said: "Being a member
of both Councils obligates a mayor in many cases to consider
the local view at Region." Local Councils also clearly
expect their mayors to represent the local view on Regional
Council. Recently, the Niagara-on-the-Lake Council became
upset when the Town's mayor indicated he did not agree with
a position of the Council and would not defend it at Regional
Council. Members of the town council argued it was the
obligation of the mayor to represent the local viewpoint.
In another case, the Thorold council, when presented with
the opportunity to replace a Regional Councillor who had
resigned, went behind closed doors and reportedly attached
major importance to the question of whether the replacement
could be counted on to represent the views of the Thorold
council at the Regional level. The evidence suggests, there-
fore, that there is some truth to the assumption that the
direct election of some members of Regional Council does
serve to provide for a greater regional perspective on
Regional Council.

TABLE 5.1   COUNCILLORS' ATTITUDES TOWARDS DIRECTLY AND
INDIRECTLY ELECTED COUNCILLORS

Question	Agreement	(N)
Mayors give less time to Regional affairs than other Regional Councillors do.	37%	(19)
Compared to other Regional Councillors, Mayors are more interested in promoting the interests of their own municipalities.	68%	(19)
It is the duty of Mayors, not other Regional Councillors, to keep area municipal councils informed about Regional affairs.	35%	(20)
The present practice of having some Regional Councillors who do not sit on local councils is a good one and should be continued.	75%	(20)

Interestingly, however, Regional Councillors make a dis-
tinction between communicating with local councils and
representing their views. As Table 5.1 shows, a majority
of Councillors (mayors and non-mayors) do not think the
job of keeping local councils informed about Regional
affairs should be confined to the mayors. The main reason
seems to be that Councillors sit on different committees
and therefore are in a position to provide different infor-
mation to local councils. Many non-mayors on Regional
Council do, in fact, regularly attend meetings of local
council. This is to keep abreast of local events as well
as to bring Regional news to the local council.

The relationships between local councils and directly-
elected Regional Councillors varies considerably from
municipality to municipality. Table 5.2 summarizes some
of the relevant information about current practice. To a
large extent the relationship seems to depend on the
individual Regional Councillor. For example, previous
Regional Councillors in Grimsby attended local council
meetings sporadically and they were accorded no special
position. They sat in the public gallery at the back and
were generally treated (according to one observer) as though
they were not invited. The current Regional Councillor,
however, is a popular former member of the council, and
when he indicated a desire to attend regularly, council
changed its procedure by-law. He now sits on the right
hand of the Mayor. He does not have a formal place on
the agenda, but he is expected to speak on Regionally
oriented business, and he is usually given an opportunity
to speak at the end of the meeting. He also occasionally
attends planning committee meetings.

Several other councils have a fairly formalized relation-
ship with Regional Councillors. In St. Catharines the five
Regional Councillors regularly attend the first general
committee meeting of the month, at which time Regional
matters are given special consideration. The Regional
Councillors sit with the City Councillors at this meeting,
but they do not normally attend other committee meetings
or council meetings. In Niagara Falls, three seats are
reserved for Regional Councillors at the side of the council
chamber where the press and staff sit. Two of the Regional
Councillors attend regularly; the other seldom attends.
They have no regular place on the agenda and tend to see
themselves as observers, but they are recognized when they
raise their hand to speak. In Fort Erie the Regional

TABLE 5.2   REGIONAL COUNCILLORS (NON-MAYORS) AND
             THE AREA MUNICIPAL COUNCILS

Municipality	No. of Councillors	Attendance at Local Council	Special Seats	Place on Agenda
St. Catharines	5	Sometimes (5)[a]	Yes	Yes
Niagara Falls	3	Regular (2) Seldom (1)	Yes	No
Welland	2	Regular (1) Seldom (1)	No	No
Fort Erie	1	Regular	Yes	No
Port Colborne	1	Regular	Yes	Yes
Grimsby	1	Regular	Yes	No
Thorold	1	Sometimes	No	Yes
Lincoln	1	Seldom	No	No
Niagara-on-the-Lake	1	Fairly Regular	No	No

a.   In St. Catharines the first general committee meeting
     each month is specially designated to include items of
     business connected with the Region. All Regional
     Councillors regularly attend this meeting. They do not
     attend other general committee or council meetings.

Councillor attends local council meetings regularly. He sits at the Clerk's table behind the aldermen and reports when new business is being discussed. Port Colborne puts the Regional Councillor to the left of the Mayor and gives him a place on the agenda.

In Welland, Thorold, Lincoln and Niagara-on-the-Lake, the Regional Councillors sit in the public gallery, and they attend local council meetings on less than a regular basis. In Welland, one Regional Councillor attends regularly, the other seldom attends. In Niagara-on-the-Lake, the current Regional Councillor attends fairly consistently, but his predecessor did not. In Thorold, the Mayor provides a place on the agenda for the Regional Councillor, and the Regional Councillor also attends some planning committee meetings because of his membership on the Regional Planning Committee. In no local council is the Regional Councillor persona non grata, but in Lincoln, Welland and Niagara-on-the-Lake the relationship between Regional Councillors and local council is not a particularly close one. In the case of Niagara-on-the-Lake this is somewhat ironic, since its council has recommended to the Review Commission that Regional Councillors be made regular members of the local councils.

In general, the evidence suggests that the practice of having non-mayors directly elected to Regional Council should be continued. It is obviously not necessary to have all Regional Councillors on local councils in order to provide effective liaison between the two tiers of local government. Local councils can and do work out relationships with their Regional Councillors for the transfer of information and the exchange of ideas. At the same time, the direct election of non-mayors apparently has worked to limit parochialism on Regional Council.

C. Administrative Linkages

Intermunicipal organization and communication at the administrative level are essential if new ideas are to spread rapidly, intermunicipal friction is to be minimized, and routine work involving two or more municipalities is to be carried out most efficiently. Municipal staff need to know one another well enough to talk on the phone, to anticipate reactions, and to exchange suggestions easily. The most common way to achieve this familiarity is through professional

associations and meetings involving those performing similar
activities in different municipalities. There are a number
of these associations at the Provincial level, but little
has so far developed at the Regional level, despite wide-
spread agreement among municipal officers that more contact
on a Regional basis would be beneficial.

Of course, organizations and associations should not be
developed simply for their own sake. As one municipal
official complained "we are overorganized." Not everyone
would agree, but it is easy to see that officials could
easily spend more and more of their time in meetings without
a proportionate return in more effective coordination and
new ideas. At this point in its history, however, the
Niagara Region's municipal officers do not appear to be
overorganized.

As the following survey will show, meetings of Regional
and local administrative officials are the exception rather
than the rule. Areas in which meetings are held on a
reasonably regular basis appear to be those in which there
is considerable similarity in the administrative position
from one municipality to another and in which there has
been some Regional initiative. This appears to be the
situation with regard to treasurers, fire chiefs, roads
superintendents and librarians, although in the case of
librarians the initiative for coordination comes from the
Province not the Region. (Fire chiefs will not be discussed
in the following pages because they are the subject of a
special report.)   In other fields, meetings and other
patterns of communication are not as well developed.

1.   General Administration: CAO's, Clerks and Treasurers

All thirteen municipalities in the Niagara Region have
clerks and treasurers (or clerk-treasurers) and often a
number of assistant clerks and treasurers. Six munici-
palities also have chief administrative officers, although
in three cases these officers also double as clerk or
treasurer. The CAO's, clerks and treasurers form the
management core of each of the thirteen municipalities.
If Regional government is to be more than a collection of
independent municipalities, it is these officials who will
play a central role in the development of channels of
communication and cooperation.

In most cases these administrative officials do not presently

meet together to exchange ideas and discuss common problems.
The Council of Public Employers does provide limited oppor-
tunities for discussion among senior administrators. Other
vehicles for communication are the various professional
associations: the Ontario Municipal Administrators Associa-
tion, the Clerk-Treasurers Association of Ontario, the Tax
Collectors Association of Ontario, and the Municipal Finance
Officers of Ontario. However, the provincial nature of
these associations and their orientation to the statutory
responsibilities of various officials severely limit their
effectiveness for the discussion of problems generated by
regional government in the Niagara Region.

In the Niagara Region, the treasurers are the only adminis-
trative officials who meet on a regular basis. There is no
formal association, but the Director of Finance for the
Regional Municipality (first J. E. Stockdale and now
Tom McKay) has taken the initiative in convening meetings
of all municipal treasurers about twice a year in order to
discuss shared problems and issues. These meetings appear
to be generally well received by the local treasurers. It
would appear that the success in this case is due to the
initiative of a respected Regional official.

The municipal clerks within the Region have established no
association or pattern of regular meetings. This represents
a step backward from the position before regionalization.
Prior to 1970 Clerk-Treasurer Associations were organized
on a county basis. An attempt was made shortly after
regionalization to establish a Regional Clerk-Treasurer's
Association in order to provide a forum for the exchange
of ideas and the discussion of problems. The initiative
was taken by the former executive members of the Welland
County Clerk-Treasurer's Association, but they did not
proceed beyond the planning stage. According to Len Hunt,
Clerk-Treasurer for Pelham, the basic problem was a lack
of time and not of interest. As the result of regionaliza-
tion the Clerks and Treasurers were too busy establishing
their departments to be concerned with an association.

Since 1970 no other attempts have been made to organize
a regional association for clerks or treasurers. The usual
explanation is that heavy workloads and an increasingly
active Provincial Clerk-Treasurers Association have been
effective in limiting the felt need for a new association.
That the Regional Clerk has not actively pursued the need
for an association may reflect his stature within the
Regional Municipality and the general lack of interaction

between the Regional and local clerks' departments.

The chief administrative officers within the Region have
no regular pattern of contact whatever. There have been
occasional luncheon meetings between the CAO's of
St. Catharines and Niagara Falls, and for a while these
were attended by the CAO from Niagara-on-the-Lake. At
present, however, even CAO's from adjoining municipalities
tend to get together only at provincial association meetings.
The CAO from one municipality said that even after two
years he had not met the new CAO from St. Catharines.
This lack of interaction exists despite the fact that
the CAO's individually seem to feel that they should have
a closer relationship with one another.

There are, of course, several reasons why so little inter-
action exists. One is the limited number of CAO's, which
means that meetings among CAO's cannot be as meaningful
as they might be from a Regional perspective. Another
reason is the very great gulf between the status of the
CAO's in St. Catharines and Niagara Falls and those in
the smaller municipalities. One CAO from a smaller munici-
pality mentioned that he did not have the staff or organiza-
tion that the big cities had, and that his problems were
different and more difficult. Another spoke of the differ-
ences between the cities and his problems which were partly
rural. However, he acknowledged that one of the city CAO's
had been of tremendous help to him and had given him direc-
tion when he needed it. In his words, "They [city CAO's]
don't have much to learn from me, but I have a lot to learn
from them." The interesting point about this is that the
big city CAO's are probably quite willing to cooperate.
For example, Stan Price, City Manager of Niagara Falls,
has been very active both nationally and internationally
in the development of the profession of municipal adminis-
trator.

Perhaps the most obvious reason for the lack of contact
and association among chief administrative officers is
the absence of a Regional CAO. The present Regional
Executive Assistant is not seen as an equal by CAO's in
the area municipalities, and they have almost no contact
with him. Conversely, the Executive Assistant has made no
effort to establish lines of communication with the local
CAO's. There is general agreement among local CAO's that
this absence of a Regional counterpart has hampered local-
Regional communications and reduced efficiency.

2. Public Works

Potentially, communications problems in the public works
area are more acute than in any other area of local govern-
ment activity in the Region. The public works function
involves a number of different specialities -- roads, traffic,
water, sewers, engineering design, etc. -- and responsibilities
within these specialities are divided between Regional and
area municipalities. Together, the works departments of
the thirteen municipalities in the Region employ about
1300 people, many more than are employed in any other
area of municipal activity.

Following the inception of the Region, meetings were held
on a monthly basis between local and Regional staff in
the areas of roads, water and sewer services. These
meetings provided a forum for clarifying responsibilities
and discussing matters related to the operation of the
new system. These were discontinued as it became apparent
that regular formal meetings were not essential for the
effective performance of most public works services.
Much of the communication which occurs now takes place
informally over the phone in response to particular situa-
tions. Senior staff and superintendents at both the
Regional and local level know whom to contact when the
need arises. The indication is that while the answers may
not always be what one wants, the channels are open. There
is little perceived need for more formal mechanisms than
those which now exist.

At present, the only arrangements for general Region-local
communications in the public works area involve
St. Catharines and Niagara Falls. Senior engineers of
the Regional Municipality hold joint meetings with the
senior engineering staff of each of these cities on a
monthly basis. There are good reasons for the special
arrangements involving these two cities. Their engineering
departments are the only ones among the area municipalities
to compare in size and quality to that of the Regional
Municipality. This naturally leads to a certain amount of
rivalry. Unfortunately, this has been exacerbated in the
past because of personal factors. (The Director of Engineer-
ing for the Region is the former Chief Engineer of Niagara
Falls. He got the Regional job in 1970 amidst infighting
on Regional Council during which the Chief Engineer of
St. Catharines withdrew his name from the competition.)
Even without the personal factors, however, St. Catharines
and Niagara Falls require special treatment because they

are the sites of most of the development in the Region.
The monthly meetings between Regional and city engineers
are designed primarily to let one another know of future
plans and to coordinate responses to large scale develop-
ment proposals. Differences of opinion between Regional
and city staffs are bound to continue, but the meetings
serve to facilitate cooperation. As argued earlier, the
competition and rivalry which remain may well have bene-
ficial effects.

Intermunicipal technical committees are one mechanism
which brings some local and Regional public works staff
together. These technical committees do not provide a
systematic format for communications but they do assist
in the solution of particular problems. Technical com-
mittees are essentially staff committees, but they are
often counterparts of intermunicipal committees composed
of councillors. When appropriate, technical committees
will include staff representatives of various Provincial
ministries. Table 5.3 lists some of the intermunicipal
technical committees currently in operation. In addition
to these committees, there are occasional seminars to
examine innovations and techniques in the field of public
works.

Road maintenance is probably the public works area with
the most need for Regional-local cooperation at the opera-
tional level. Regional roads and local roads overlap and
the larger cities maintain some Regional roads under contract.
Appropriately, there are good mechanisms for communications.
Regional road superintendents meet with local roads superin-
tendents in their areas on a weekly basis. In addition,
there is the Niagara Region Roads Superintendent Associa-
tion, which was formed in 1970 from the Welland County
Roads Superintendents Association and the Lincoln County
Roads Superintendents Association. This is the only strictly
Regional association in the municipal works field.

The differences in the qualifications and responsibilities
of the senior public works staff limit the opportunities
for systematic communication among the area municipalities.
Only the five cities (St. Catharines, Niagara Falls, Welland,
Port Colborne and Thorold) have professional engineers to
head their departments. These city engineers meet on a
monthly basis for policy and technical discussions, excluding
the less qualified staff of the other municipalities.

**TABLE 5.3   INTERMUNICIPAL TECHNICAL COMMITTEES
IN THE PUBLIC WORKS FIELD**

Technical Coordinating Committee 1 - Highway 406, St. Catharines

Technical Coordinating Committee 2 - Highway 406, Welland

Technical Coordinating Committee 3 - Highway 3,
Port Colborne and Township of Wainfleet

Technical Coordinating Committee 4 - Niagara Falls

Niagara Region/Niagara Falls Railroad Relocation Technical
Committee

Resource Recovery System Technical Committee

Regional Niagara/Port Colborne Sewage Technical Committee

Disaster Planning Committee (Emergency Measures Organization)

Area Municipality Needs Study Update

Professional associations provide another channel for communications, but these tend to include more than the Niagara Region or more than municipal employees. They therefore have a limited role to play in focusing attention on Regional issues. Two associations which are attended by local public works staff are the Niagara Chapter of the Association of Professional Engineers and the South Central Ontario Waterworks Association.

3. Planning

There are no formal mechanisms at the staff level to facilitate intermunicipal communications and cooperation in the area of planning. This is the case even though planning responsibilities are shared between Regional and local municipalities and there are real problems in planning.

One reason for the absence of staff committees and associations in the planning field is the Regional Planning Department. With its size and position in the planning process, it is the logical source of leadership, but it has been bedevilled by staff turnover and a lack of political support. Simply trying to meet immediate demands and to maintain a minimum of internal coherence has left the senior staff of the department little time to play a leadership role among those responsible for planning in the area municipalities. Even if there were the time, there is a tendency for Regional planners to see themselves as the only ones concerned with problems of a Regional nature. The current Regional Planning Director observed that there are twelve separate sewer and water systems and that the planning for one does not concern the other area municipal staffs. As a consequence there is not a need, in his view, for formal meetings at which to exchange information and ideas on specific problems or to discuss basic approaches to planning.

Another barrier to effective intermunicipal staff communications in planning matters is the very great differences in experience among those responsible for planning in the area municipalities. Only four of the area municipalities have full-time professional planners. As one of the area municipal planning directors pointed out, this group of municipal planners is small enough that there is no need to meet formally to discuss what could be dealt with informally. Occasionally, when a development project borders another municipality, he commented that it is necessary to

deal with non-professional staff. The impression he left, however, was that this interaction was undertaken reluctantly and that differences in expertise discouraged communications among municipalities. Professional planners are closer to one another because of their status and their professional associations. The Central Ontario Branch of the Canadian Institute of Planners usually meets monthly and there is also the Peninsula Planners Association, a group which takes in such municipalities as Brantford and Hamilton and which includes provincial representatives.

The non-professional planning administrators in the smaller municipalities are cut off from their professional colleagues. One of these non-professionals acknowledged that he would probably benefit from an association formed to discuss Regional planning problems. He admitted that there is diversity in the Region among the capabilities of local planning staffs and that urban problems are often dis- similar from rural problems, but he did not feel these factors should prohibit the development of such an associa- tion. He felt the lack of effort by the Regional planners to develop an association reflected the lack of coordination in the planning of the Region since 1970.

While it might seem obvious that professional planners should extend assistance and friendship to their non- professional colleagues, there is a real dilemma. If professional planners were to grant recognition to non- professionals and to help them with planning, this might only delay the day when area municipalities will feel the need to hire professionals. In the meantime, municipali- ties without professionals would be taking advantage of those with qualified planners.

The long term solution appears to be more professional planners among the area municipalities and a more structured relationship among these professionals.

4. Parks and Recreation

Parks and recreation is a particularly complex area in terms of its governmental organization. Parks (the open space which can be used for a variety of recreational activities) are provided by such agencies as Parks Canada, the Niagara Parks Commission, the Niagara Peninsula Conservation Authority, local municipalities and school boards. Of course, only the

municipalities and the school boards are involved in providing essentially local facilities for a wide variety of recreational activities. Recreational activities themselves are heavily dependent on a host of voluntary organizations and private associations -- and usually these are organized at the community level. The main focus of parks and recreational activity for most citizens is therefore local. However, there is a definite role for intermunicipal cooperation with regard to such major facilities as arenas and swimming pools. Cooperation between school boards and municipalities is also indispensable if resources are to be used most effectively. At present the Regional Municipality plays no direct role at all in parks and recreation. This absence of any Regional role makes sense only if other agencies are able to achieve adequate cooperation on their own.

At present there are no regular lines of communication among senior recreation staff in the Region, although departments do consult one another on occasion. Discussions between Grimsby and West Lincoln on the Mountain Recreation Association problems and consultations between St. Catharines and Thorold on the question of the sharing of ice time are examples of the occasional nature of communications. Meetings of the Ontario Society of Recreation Directors also provide opportunity for interaction among the senior staff.

For two years, 1972 and 1973, the Niagara Region Professional Recreation Society, an association which professional recreation personnel formed on their own initiative, was active. To achieve its goal "to be influential in determining the course of leisure and recreation in the Regional Municipality of Niagara," the Society established as a priority the provision of a means of communication between recreation professionals in the Region. Since 1973, however, the Society has stopped meeting regularly. According to several Recreation Directors, a number of factors contributed to the decline of the Society. Recreation Directors did not share a common goal, and not all Society members seemed to feel there was a real need for the organization. Other factors, such as weak leadership, pressures of time and local politics, added to the difficulties.

In February 1973 the Society approached Regional Council and presented a brief which requested the Regional Municipality to consider asking the Province to clarify the future position of municipal recreation grants. Little has been accomplished since. At the last meeting of the Society,

only three municipalities (Niagara Falls, Port Colborne
and Niagara-on-the-Lake) were represented. The demise of
the Society has resulted in the loss of a potentially
effective means of communication.

Although no systematic channels of communication are
currently in existence, the need for such channels is
partially overridden by a bond of friendship shared among
five directors. At one point in time the directors in
Grimsby, Port Colborne, Fort Erie, Welland and Niagara Falls
have either shared office space or have taken time to become
"good buddies." Thus the need for formal structures to
facilitate the discussing of problems and the sharing of
new ideas and approaches has been lessened. Also, since
no new directors have entered the Region recently, informal
lines of communication have not been disturbed.

To some extent the coordination of recreational services
has been facilitated by the two Boards of Education. This
appears to be particularly true with regard to the Niagara
South Board of Education (NSBE). Two municipal recreation
directors singled the NSBE out for special praise. One of
the things the NSBE has done is to publish a complete list
of all recreation facilities in the Niagara South area,
together with information on their availability. Special
reference might also be made to a report prepared for the
NSBE by Pat Hayhurst. Reflecting the recommendations of
a Provincial report on the utilization of educational
facilities, the substance of the Hayhurst report centres
on the need for strengthening community education and for
closer cooperation of the Board with local municipalities
and community organizations. A major recommendation of
Mr. Hayhurst is the development of reciprocal arrangements
for the joint use of school and municipal recreational
facilities.

5. Library Services

Integration and cooperation among the twelve libraries of
the local municipalities in the Niagara Region has been
promoted during the last decade by the Niagara Regional
Library System (NLRS). The NLRS provides the municipal
libraries with services which may be too costly for these
libraries to provide individually. These services include
centralized book purchase and processing, film service,
inter-library loans, daily courier service, and consultative

and advisory services. To provide these services the NRLS
employs twenty-seven people who operate the system from a
headquarters and processing centre in St. Catharines.

The Niagara Regional Library System is a library service
not of the Regional Municipality of Niagara but of the
Provincial Government which finances it completely.
Indeed the NRLS extends beyond Regional Niagara to include
the Regional Municipality of Haldimand-Norfolk. Control
is provided through the Regional Library Board of Trustees
which consists of nine representatives from member libraries.
In the future it is expected that the NRLS will be amal-
gamated with other smaller systems. Even without expansion,
however, there is a good case for changing the designation
of the system from Niagara Regional to something like
Southeast Ontario. The present designation is confusing
when there is no direct connection between the NRLS and the
Niagara Region or the Niagara Regional Municipality.

6. By-law Enforcement

There are no established channels of communication among
those responsible for by-law enforcement in the Niagara
Region. The Regional Police are part of the by-law enforce-
ment system, but communication is limited largely to formal
correspondence from the municipal clerks informing the
Police of new or amended by-laws, and to occasional meetings
between the senior officers of the Police Force and the
local councils. There appears to be no attempt to develop
a coherent approach to by-law enforcement.

Municipal by-law officers are themselves not linked to-
gether in any way. Indeed, one officer doubted he could
name any of the neighboring officers. Perhaps this is
not typical, but by-law enforcement officers seldom, if
ever, communicate with one another. Undoubtedly the brief
history of specialized by-law enforcement officers and the
very different organizational arrangements from one munici-
pality to another help to account for this lack of communi-
cation. At the same time, however, the newness of the
situation and the need to learn how best to handle it make
systematic contact among municipalities very desirable.

Since six By-Law Enforcement Officers are also Building
Inspectors, they do meet at meetings sponsored by such
professional organizations as the Ontario Building Officials

Association, and the Property Standards Association. Provincial meetings, such as a recent seminar on property standards sponsored by the Ministry of Housing, also aid in communication. However, as with the Enforcement Officers, there are no regional meetings or associations for Building Inspectors.

APPENDIX 1

ORGANIZATION CHARTS FOR AREA MUNICIPALITIES

The following twelve pages present simplified organizational
charts for each of the area municipalities. In general,
these charts include changes made up to and including late
1976. Staff complements, however, are for 1975.

The symbols and abbreviations used are reasonably self-
explanatory. Solid lines denote direct authority, broken
lines denote more of a consulting relationship.

Staff complements are indicated in brackets following the
various chief officers. A term "(2 + 3)" is read as "two
non-union personnel and three unionized personnel." The
figures include the chief officer in question.

Other symbols are as follows:

    M = Mayor

    A = Alderman

    L = Lay person

    RC = Regional Councillor

CITY OF NIAGARA FALLS

Council
• Mayor
• 12 Aldermen

City
Manager
(2+1)

Chief
Officers
• City Clerk (2+9)
• City Treasurer (5+25)
• Municipal Works Director (44+248)
• City Solicitor (2+1)
• Personnel Officer (1+1)
• Planning Director (4+5)
• Recreation Director (2+3)
• Fire Chief (23+76 full-time;
    15+100 volunteers)

Mayor

Committee
of Council
• Planning and
  Development
  (5A+5L)

Special
Purpose
Bodies
• Niagara Falls Hydro Commission (M+3L)
• Chippawa Public Utilities
  Commission (M+3L)
• Niagara Falls Public Library
  Board (M+8L)
• Committee of Adjustment (3L)
• Property Standards Committee (3L)
• Court of Revision (3L)
• Niagara Falls Recreation
  Commission (2A+10L)
• Niagara Falls Board of Museums (2A+8L)
• Greater Niagara Transit Commission
  (M+4L)

CITY OF PORT COLBORNE

Clerk
Adminis-
trator
(2+4)

Council
• Mayor
• 8 Aldermen

Chief
Officers

Committees
of Council

Mayor

Special
Purpose
Bodies

• Port Colborne Hydro Electric
  Commission (M+2L)
• Port Colborne Public Library
  Board (M+8L)
• Committee of Adjustment (6L)
• Court of Revision (3L)
• Port Colborne Historical and
  Marine Museum Board (2A+1L)

• Finance (M+4A)
  • Treasurer (3+5)
  • Fire Chief (2+11 FT; 3+67 vols.)
• Public Works (M+4A)
  • City Engineer (2+6)
  • Works Superintendent (4+33)
• Planning and Development (M+4A)
  • (Planning Director)* (1+1)
  • Plumbing and Building Inspector (2+1)
• Parks and Recreation (M+4A)
  • Recreation Director (7+9)

* Clerk Administrator functions as Planning Director

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CITY OF ST. CATHARINES

Council
• Mayor
• 12 Aldermen

City Administrator (1+1)

Chief Officers
• City Clerk (5+11)
• City Treasurer (10+43)
• City Engineer (27+168)
• City Solicitor (2+3)
• Personnel Director (3+2)
• Director of Planning (5+11)
• Director of Business Development (2+1)
• Director of Parks and Recreation (18+54)
• Director of Supplies and Services (7+51)
• Fire Chief (23+92 full-time; 62 volunteers)

Mayor

Committees of Council
• General Committee (M+12A)
• Executive Committee (M+4A)

Special Purpose Bodies
• St. Catharines Public Utilities Commission (M+4L)
• St. Catharines Public Library Board (M+8L)
• Committee of Adjustment (4L)
• Property Standards Committee (3L)
• Court of Revision (5L)
• St. Catharines Museum Board (2A+5L)
• St. Catharines Transit Commission (2A+3L)

CITY OF THOROLD

Council
- Mayor
- 10 Aldermen

Adminis-trator-Treasurer (2+5)

Chief Officers

Committees of Council

Mayor

Special Purpose Bodies

- Finance and Personnel (M+4A)
  - *(Treasurer)*
- Public Works (M+4A)
  - *Engineer (2+9)*
  - *Works Superintendent (4+21)*
- Planning and Development (M+4A)
  - *Clerk-Collector (1+2)*
- Parks and Recreation Committee (M+4A)
  - *Parks and Recreation Maintenance Superintendent (1+3; 1+5 seasonal)*
  - *Recreation Director and Arena Manager (1+3; 1+5 seasonal)*
  - *Cemetery Superintendent (1+3)*

- Thorold Public Utilities Commission (M+4L)
- Thorold Public Library Board (M+3L)
- Committee of Adjustment (5L)
- Allanburg Community Centre Board (2A+10L)
- Beaverdams Community Centre Board (2A+6L)
- McAdam Park Community Centre Board (2A+6L)
- Port Robinson Community Centre Board (2A+8L)

CITY OF WELLAND

Council
- Mayor
- 12 Aldermen

Committees of Council

Chief Officers

Mayor

Special Purpose Bodies
- Welland Hydro Electric Commission (M+4L)
- Welland Public Library Board (M+8L)
- Committee of Adjustment (3L)
- Court of Revision (3L)
- Welland Development Commission (2A+6L+1RC)

- **Finance** (M+6A)
  - *Clerk (2+11)*
  - *Treasurer (4+7)*
  - *Fire Chief (8+45; 23+123 vols.)*

- **Public Works** (M+6A)
  - *City Engineer (2+9)*
  - *Public Works Superintendent (8+59)*
  - *Transit Co-ordinator (1)*
  - *Water Superintendent (3+18)*
  - *Building Inspector (2)*
  - *By-Laws Enforcement Officer (1+2)*

- **Planning** (M+6A)
  - *Planning Director (3+4)*

- **Parks, Recreation and Arena** (M+6A)
  - *Director of Recreation (2+1)*
  - *Parks Superintendent (3+23; 4 seasonal)*
  - *Arena Manager (1+3; 4 seasonal)*

- **Solicitor*** (PT+1)

* Reports directly to Council.

TOWN OF FORT ERIE

Council
- Mayor
- 12 Aldermen

Committees of Council

Chief Officers

Mayor

Special Purpose Bodies
- Fort Erie Public Library Board (M+8L)
- Committee of Adjustment (3L)
- Fort Erie Historical Museum Board (2A+5L)
- Fort Erie Historical Railroad Museum Board (2A+5L)

- **Finance** (M+5A)
  - *Clerk (2+3)*
  - *Treasurer (2+9)*
  - *Fire Chief (1 Full-time; 27+174 vols.)*
- **Roads** (M+5A)
  - *Roads Superintendent (4+26)*
- **Sewer, Water and Sanitation** (M+5A)
  - *SWS Superintendent (3+10)*
- **By-Law and Planning** (M+5A)
  - *Commissioner of Buildings and By-Laws (2+3)*
- **Recreation** (M+5A+5L)
  - *Recreation Director (3+16)*

TOWN OF GRIMSBY

Council
- Mayor
- 8 Aldermen

Clerk Coordinator (2+5)

Chief Officers

Committees of Council

Mayor

Special Purpose Bodies
- Grimsby Hydro Commission (M+2L)
- Grimsby Public Library Board (M+3L)
- Committee of Adjustment˚ (3L)
- Property Standards Committee (3L)

- Finance (M+4A)
  - *Treasurer (2+5)*
  - *Fire Chief (4+24 vols.)*
- Public Works (M+4A)
  - *Director of Public Works (3+27)*
- Planning and Development (M+3A+2L)
  - *(Planning and Zoning Administrator)**
    - *Building Inspector and By-Law Enforcement Officer (1)*
- Recreation and Parks (M+4A+3L)
  - *Director of Parks and Recreation (2+8)*

* Deputy Clerk functions as Planning and Zoning Administrator

TOWN OF LINCOLN

Council
- Mayor
- 8 Aldermen

Committees of Council

Chief Officers

Mayor

Special Purpose Bodies
- Beamsville Hydro Commission (M+2L)
- Lincoln Public Library Board (M+3L)
- Committee of Adjustment (2L)

- **Finance and Administration (M+4A)**
  - *Clerk (2+2)*
    - *Building Inspector (1)*
  - *Treasurer (2+4)*
  - *Fire Chief (1 FT; 16+87 vols.)*
- **Public Works (M+4A)**
  - *Public Works Superintendent (4+33)*
    - *Arena Manager (1)*
- **Planning Board (M+8A)**
  - *(Secretary)*
- **Recreation and Parks (M+3A+4L)**
  - *(Arena Manager)*

TOWN OF NIAGARA-ON-THE-LAKE

Council
- Lord Mayor
- 8 Aldermen

Administrator (1+1)

Chief Officers
- *Clerk (2+2)*
- *Treasurer (2+5)*
- *Public Works Superintendent (4+16)*
- *Planner (1+1)*
- *Recreation Director (1+6)*
- *Chief Building Official (1+1)*
- *Cemetery Superintendent (1+1)*
- *Fire Chief (8+97 vols.)*

Committees of Council
- General (M+8A)
- Historic Advisory (M+4A+5L+2S)
- Industrial Development (1A+6L)
- Recreation (3A+4L)
- Senior Citizens Drop-in Centre (M+4A+4L)

Lord Mayor

Special Purpose Bodies
- Niagara Hydro Electric Commission (M+2L)
- Queenston Hydro Electric Commission (M+2L)
- Niagara-on-the-Lake Public Library Board (M+8L)
- Court of Revision (5L)
- Committee of Adjustment (3L)

TOWN OF PELHAM

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┌─────────────────┐
│ Council         │
│ • Mayor         │
│ • 6 Aldermen    │
└─────────────────┘
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Committees of Council
- Finance (M+4A)
  - Clerk-Treasurer (3+7)
    - Building and Plumbing Inspector
      & By-Law Enforcement Officer (1)
    - Recreation Director (1+1)
  - Fire Chief (8+50 vols.)
- Public Works and Utilities (M+4A)
  - Public Works Superintendent (2+10)
- Planning and Development (M+4A)
- Parks, Recreation and Community Centres (M+6A)
  - (Recreation Director)

Mayor

Chief Officers

Special Purpose Bodies
- Fonthill Hydro Electric Commission (M+2L)
- Pelham Public Library Board (M+4L)
- Committee of Adjustment (3L)
- Pelham Arena Board (5L)

TOWNSHIP OF WAINFLEET

Council
- Mayor
- 4 Aldermen

Committees of Council

Chief Officers

Mayor

Special Purpose Bodies
- Wainfleet Public Library Board (M+4L)
- Wainfleet Recreation and Community Centres Board (2A+5L)
- Wainfleet Arena Board (2A+5L)

- Finance (M+4A)
  - Clerk-Treasurer (1+3)
  - Chief Building Official and By-Law Enforcement Officer (1)
- Roads (M+4A)
  - Roads Superintendent (2+6)
  - Supervisor of Waste Disposal Site (1+1)
- Planning (M+4A)
- Drainage (M+4A)
  - Drainage Commissioner (PT)
- Fire Chief* (7+27 vols.)

* Fire Chief reports directly to Council.

TOWNSHIP OF WEST LINCOLN

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Council
. Mayor
. 6 Aldermen
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Committees
of Council
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```
Chief
Officers
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```
Mayor
```

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Special
Purpose
Bodies
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. **Finance and Administration (M+3A)**
  . *Treasurer* * *(1+2)*
  . *Building Inspector and By-Law Enforcement Officer (1)*

. **Road and Public Works (M+3A)**
  . *Roads Superintendent (1+13)*
  . *Water-Sewer Superintendent (1+2)*

. **Parks and Recreation (M+3A+3L)**

. **Fire, Cemeteries and Sanitation (M+3A)**
  . *Fire Chief (4+26 vols.)*

. *Clerk (1+1)* **

. Smithville Hydro Commission (M+3L)

. West Lincoln Public Library Board (M+4L)

. West Lincoln Community Centre
  Boards (M+3A+3L)

. West Lincoln Arena Board (M+3A+3L)

* Clerk is also Deputy Treasurer and Treasurer is Deputy Clerk.

** Responsible to Council

APPENDIX 2

ADMINISTRATOR VS. EXECUTIVE ASSISTANT:

TWO BY-LAWS

The following four pages reproduce two by-laws. One is
Lincoln County By-law 2281 (1967) appointing William
Millward as County Administrator, a position with the
usual authority of a CAO. The other is Regional Municipal-
ity of Niagara By-law 50 (1970) appointing Mr. Millward
as Executive Assistant, a position without much of the
authority a CAO might expect to have. The implications
of the Regional Municipal by-law are discussed above in
chapter 3, section D.1, pp. 64-65.

THE CORPORATION OF THE COUNTY OF LINCOLN

BY-LAW NO. 2281

A BY-LAW TO APPOINT AN ADMINISTRATOR FOR THE COUNTY OF LINCOLN AND TO PRESCRIBE HIS DUTIES.

WHEREAS The Municipal Act provides that all municipalities may pass By-laws for appointing such officers and servants as may be necessary for the purpose of the Corporation or for carrying into effect the provisions of any act of the Legislature or By-law of the Council and for fixing their remuneration and prescribing their duties and the security to be given for the performance of them;

AND WHEREAS the Council of the Corporation of the County of Lincoln (hereinafter called "the Council") deem it necessary to appoint a County Administrator for the purposes of the Corporation and for carrying into effect the provisions of the various acts of the Legislature applicable to the County and its affairs and the By-laws of the Council from time to time in force and to prescribe his duties;

BE IT THEREFORE ENACTED as a By-law of the County of Lincoln as follows:

1.   THAT William H. Millward be and he is hereby appointed Administrator of the County of Lincoln (hereinafter referred to as the "County Administrator") to hold office at the pleasure of the Council.

2.   The County Administrator shall be paid such salary or other remuneration and be entitled to such allowances as shall be fixed by resolution of the Council from time to time.

3.   The powers and duties of the County Administrator as hereinafter prescribed shall not be deemed to empower the County Administrator to perform, do or direct any act which shall in any manner or extent whatsoever encroach upon the legislative powers of the Council.

4.   The powers and duties of the County Administrator shall be as follows:

(1) He shall be the chief administrative officer for the County of Lincoln (hereinafter referred to as "the County"), and shall be responsible only to the Council and shall exercise general supervision over all departments.

(2) He shall be responsible for the co-ordination, direction and general supervision of the implementation of policies and programmes adopted by the Council.

(3) He shall attend or be represented at all meetings of the Council and shall, with the permission of the Chairman, give his opinion and make such observations and suggestions as he may deem expedient on subjects under discussion, but shall not be entitled to vote at such meetings.

(4) He shall co-ordinate and direct the preparation of plans and programmes to be submitted to Council and be responsible for the general supervision of all such submissions.

(5) He shall direct and supervise the preparation and compilation of and shall present to the Council annual estimates of revenues and expenditures and shall make such recommendations with respect thereto as he shall deem requisite.

(6) He shall, in general terms, administer and supervise the administration of the business and affairs of the County in accordance with the policies and plans approved and determined by the Council.

(7) He shall exercise general financial control over all departments of the County with particular reference to the appropriations for the respective purposes approved by the Council.

(8) He shall supervise purchasing in all departments and be responsible for obtaining the approval thereof by the Council or the appropriate committee thereof before payment is made. No purchase shall be made or order given for goods or services in any department until the proper requisition and written order is obtained from the Administrator or such person as may be duly authorized from time to time by the County Administrator.

(9) He shall have authority to call for tenders, but the procedures shall be subject to the direction and instructions of the Council.

(10) He shall investigate all complaints and claims made against the municipality and shall report his opinion and recommendations in connection therewith to the Council or the appropriate committee charged with their examination.

(11) He shall co-ordinate, motivate, direct and supervise the heads of departments and through them all other employees of the County, except such officials as are appointed by Statute in respect to their statutory duties and responsibilities.

(12) He shall supervise and make recommendations with respect to the negotiation and settlement of the terms of collective bargaining agreements between the County and its employees and shall generally supervise and administer, subject to the directions of the Council or its appropriate committee, such agreements and shall from time to time as necessary make recommendations to the Council or its appropriate committee with respect to the wages, salaries and working conditions of its employees.

(13) He shall meet with the department heads collectively from time to time as may be necessary to discuss maters of policy decided upon by the Council and shall co-ordinate all department activities.

(14) He shall have authority to transfer any sections of one department of the municipal government of the County to that of another.

(15) He shall have authority to deal with rentals of County municipal lands and buildings and other municipal property.

(16) He shall, in general terms, perform such duties as may be required of him by the Council consistent with this By-law and discharge such other duties as the Council may from time to time by resolution direct.

5.   The County Administrator shall not be dismissed from office except by the provisions of a By-law passed at a meeting of the Council called upon written notice given at the preceding meeting thereof by a majority vote of the members present at such meeting so called.

6.   This By-law shall come into force on and be effective from and after the 1st day of January, A.D. 1968.

Read a first and second time this 21st day of November, 1967.

R. H. RITTENHOUSE, Warden   W. H. MILLWARD, Clerk.

Read a third time and passed this 12th day of December, 1967.

R. H. RITTENHOUSE, Warden   W. H. MILLWARD, Clerk.

(SEAL)

THE REGIONAL MUNICIPALITY OF NIAGARA

BY-LAW NO. 50(1970)

A By-law to confirm the appointment of
William H. Millward to the office of
Executive Assistant and to fix the
duties and powers thereof.

WHEREAS by resolution adopted on the 4th day of
December 1969, the Council of The Regional Municipality of
Niagara did appoint William H. Millward to the office of
Executive Assistant,

AND WHEREAS it is deemed expedient to confirm such
appointment and to fix the duties and powers attaching to
such office,

BE IT ENACTED THEREFORE as a by-law of The Regional
Municipality of Niagara:

1.   That the establishment of the position of Executive
Assistant is hereby confirmed.

2.   The Executive Assistant shall be responsible to the
Chairman and to Council and nothing contained in this by-law
shall be deemed to empower the Executive Assistant to perform,
do or direct any act which shall in any manner or extent
whatsoever encroach upon the legislative powers of the Council.

3.   That the duties attaching to such office shall be:

    (a) To advise and assist the Chairman in the carrying
out of his duties and responsibilities whenever requested.

    (b) To co-ordinate the submission to Council of all
relevant material and reports pertaining to any matter coming
before a meeting of Council.

    (c) To advise Council, as requested, on the feasibility,
cost and other pertinent factors of policies and programs
under consideration.

    (d) To advise and assist Council in the review of
estimates and budgets prepared by Department Heads.

    (e) To maintain appropriate checks on assigned programs
and to take remedial action together with the Department Head
concerned, when necessary.

    (f) To recommend to Council from time to time any changes
or improvements which might assist in the development of the
Corporation or improve the efficiency of its operation.

(g) To attend or be represented at all meetings of Council.

(h) To co-ordinate the activities of all Regional Departments, officers and employees under the jurisdiction and control of Council.

(i) To meet regularly with all Department Heads.

(j) To investigate all complaints and claims made against the municipality and to make such recommendations as may seem appropriate to the Council or to the committee having jurisdiction.

(k) To supervise generally the administration of the business and affairs of the Region in accordance with the policies and plans approved and determined by the Council.

(l) To perform such other duties as Council may from time to time by by-law or resolution direct.

4.   That the appointment of William H. Millward to the office of Executive Assistant is hereby confirmed.

PASSED THIS 3rd day of June 1970.

THE REGIONAL MUNICIPALITY
OF NIAGARA

John E. Campbell -- Chairman

W.J. Dawson   -- Clerk

APPENDIX 3

SURVEY OF NIAGARA REGIONAL COUNCILLORS

In July 1976 all twenty-nine members of the current Niagara Regional Council were asked to respond to a questionnaire which was mailed to them. The first part of this question- naire explored Councillor's opinions on matters connected with the organization of the Regional Municipality. Twenty Councillors returned completed questionnaires. Since not all questions have been reported in this study, a copy of the questionnaire follows, and answers are indicated where appro- priate.

The current membership of the Regional Council is as follows:

John E. Campbell
Donald J. Alexander
Robert S. Arkell
Robert J. Bell
Harold E. Black
Ivan D. Buchanan
George Bukator
John Buscarino
Elias Corey
Harold E. Costello
Wilbert N. Dick
Jacob Froese
M.F. Hatch
Clifford Hodgkins
Robert F. Keighan

Frank Laundry
Loyola Lemelin
William J. Marshall
Fred D. McKenzie
Dr. Donald A. McMillan
Edward E. Mitchelson
J. Trevor Morgan
Stanley Pettit
Allan Pietz
Joseph L. Reid
Walter G. Scott
Gordon J. Taylor
John M. Teal
William Washnuk

Survey of Niagara Regional Councillors

(July 1976)

_____

_____

Instructions

Listed below are statements about the structure and operation of the Region-
al Municipality, and about the coverage of regional matters by the mass
media. Please read each of them and then indicate at the right by circling
the appropriate letters whether you strongly disagree, disagree, agree or
strongly agree with the statement.

<div style="margin-left:2em">

SD = Strongly Disagree

D = Disagree

A = Agree

SA = Strongly Agree

</div>

If you wish to add any comments, please feel free to do so either next to
the question or on the back of the page.

Part A: Regional Organization

Statements

		SD	D	A	SA
1.	All things considered, the Regional Municipality has done a good job.	SD 1	D -	A 13	SA 6
2.	It is difficult for a Regional Councillor with a regular job to find enough time to do all the things he should as a Regional Councillor.	SD -	D 7	A 9	SA 3
3.	It is the duty of Mayors, not other Regional Councillors, to keep area municipal councils informed about Regional affairs.	SD 4	D 9	A 6	SA 1
4.	Some Regional Department Heads operate too independently and overall administrative coordination suffers.	SD -	D 16	A 3	SA -

5. The Regional Chairman should take a regular and
    active part in committee deliberations.   SD   D   A   SA
                                                          1   3   14   1

6. Most Regional Councillors do less than they should
    to defend the Region and explain the advantages of
    Regional Government to the people.   SD   D   A   SA
                                                          1   3   11   4

7. Some Regional Councillors become too involved with
    administrative details and this interferes un-
    necessarily with efficient staff operations.   SD   D   A   SA
                                                          1   16   -   1

8. Regional Councillors deserve to be paid more than
    they are paid at present.   SD   D   A   SA
                                                          2   3   11   4

9. The present practice of having some Regional
    Councillors who do not sit on local councils is
    a good one and should be continued.   SD   D   A   SA
                                                          1   4   9   6

10. Regional Council is too large and should be reduced. SD   D   A   SA
                                                          4   12   4   -

11. Committee and Board assignments for Regional
    Councillors should be rotated on a regular basis.   SD   D   A   SA
                                                          3   7   6   2

12. The standing committees of Regional Council tend
    to operate on their own and this results in a
    lack of coordination.   SD   D   A   SA
                                                          4   12   2   1

13. Department Heads should meet frequently to dis-
    cuss coordination and to make reports to Council
    on matters of a general nature.   SD   D   A   SA
                                                          -    1   14   5

14. The Regional Chairman should provide leadership
    in the Regional Council by advocating new policies
    and programs and by trying to win support for them. SD   D   A   SA
                                                          1   7   9   2

15. Ways should be found to reduce the time a Regional
    Councillor must spend in committee and sub-committee
    meetings.   SD   D   A   SA
                                                          -   10   8   -

16. Compared to other Regional Councillors, Mayors are
    more interested in promoting the interest of their
    own municipalities.   SD   D   A   SA
                                                          1   5   11   2

17. The image of the Regional Municipality has been
    hurt by Regional Councillors who are tied to politi-
    cal parties and who attack the Region for political
    purposes.   SD   D   A   SA
                                                          2   7   6   5

18. If Regional Councillors are not constantly on guard,
    senior staff tend to exercise too much influence
    on matters which should properly be decided by
    Councillors.   SD   D   A   SA
                                                          -    5   10   2

19. In order to achieve better coordination of committee work, the Regional Council should have a Coordinating Committee or an Executive Policy Committee.

SD	D	A	SA
4	13	3	-

20. The job of Regional Councillor should continue to be a part time one.

SD	D	A	SA
1	1	15	3

21. Mayors give less time to Regional affairs than other Regional Councillors do.

SD	D	A	SA
3	9	7	-

22. Region Council and its committees should strive to set more policies so that more business can be handled directly by staff.

SD	D	A	SA
-	5	13	1

23. It is not important for the Regional Chairman to be well known among the general public.

SD	D	A	SA
4	6	8	1

24. The Regional Municipality could benefit by appointing a Chief Administrative Officer or Coordinator of Regional Services.

SD	D	A	SA
2	10	5	3

25. Most Regional Councillors approach issues from a regional point of view.

SD	D	A	SA
-	7	13	-

Questions

1. Please estimate the <u>average number of hours per week</u> you devote to the following activities:

_____ Regular occupation

_____ Regional Municipal affairs

_____ Area Municipal affairs

_____ Other political and community activities.

Time devoted to regular occupation varied too much to be reported. For mayors and non-mayors the <u>median</u> times reported in each of the other categories is as follows:

	Mayors (7)	Non-Mayors (10)
Regional	10 hrs.	15 hrs.
Local	35 "	3 "
Other	5 "	4 "

2. If you were to suggest ways to improve the operation of the Regional Council and Municipality, what would be your main proposals?

Although there were a few specific suggestions made, many Councillors left this question blank and there was little agreement among those who made suggestions. Perhaps the most common (but still infrequent) suggestion was to appoint a CAO.

3. Of the decisions made by the Region during the last few years, which two have given you the greatest personal satisfaction?

Of the twenty Councillors who completed the questionnaire, eight left this question blank or indicated they did not know what to say. Of these eight, six were mayors!

Of the twelve answering; only three mentioned specific local decisions--all in the public works field. Otherwise, Councillors identified with a wide variety of decisions of a Regional nature. The favorite decisions were:

> Adoption of uniform sewer and water rates (8)
> Preparation of Policy Plan (3)